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ABSTRACT

The proceedings of Senate hearings on a bill to authorize the establishment of an older worker community service program are presented. The nature of the proposed program is to give the aged an opportunity to achieve financial independence through employment in federally financed community service programs. The proposed legislation is intended to have an impact into three areas of community life: (1) help the professionals working in the field of human services, (2) provide the elderly individual with a role in helping others, and (3) change the overall image of the elderly. (CK)

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RICAN COMMUNITY SERVICE MPLOYMENT ACT

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HEARINGS

BEFORE THE

SPECIAL SUBCOMMITTEE ON AGING

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE UNITED STATES SENATE

NINETY-FIRST CONGRESS

SECOND SESSION

ON

S. 3604

TO AUTHORIZE THE ESTABLISHMENT OF AN OLDER WORKER COMMUNITY SERVICE PROGRAM

APRIL 4, 1970
FALL RIVER, MASS.
JUNE 15 AND 16, 1970
WASHINGTON, D.C.

Printed for the use of the Committee on Labor and Public Welfare

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OLDER AMERICAN COMMUNITY SERVICE EMPLOYMENT ACT

SATURDAY, APRIL 4, 1970

U.S. SENATE,
SPECIAL SUBCOMMITTEE ON AGING OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Fall River, Mass.

The special subcommittee met at 9:30 a.m., pursuant to call in the Durfee Technical High School Auditorium, Fall River, Mass., Senator Edward M. Kennedy (chairman of the special subcommittee) presiding.

Present: Senator Kennedy.

Committee staff present: James A. Guest, counsel.

Senator KENNEDY. The subcommittee will come to order, and as the first order of business the distinguished mayor of the city of Fall River will make an opening speech.

Mayor MITCHELL. Thank you, Senator.

I would like to say welcome to all of you and thank you for coming. I think this is very important to all of us.

As you know, since August, 1968 citizens of Fall River have been administering the senior aide program. It seems that no matter how many jobs we have it's never enough and the senior citizens are a very useful group to our community. They have proven this in all the jobs they have undertaken. We are now looking forward to more jobs for these people, and I think that the only way this can be done is by the bill which the Senator is introducing. We look forward to this and I think without this it would be a bad day for all of us, and I hope that all of us here support the Senator and we are glad to have him here to explain this to us.

Thank you much, Senator Kennedy, for coming here.

Senator KENNEDY. Thank you very much, Mr. Mayor. We want to express our very sincere appreciation for your presence and for your helpful comments in stating to us this program which I know has been developed here in Fall River. The program is providing great opportunities for many of the seniors here in the Fall River area, and I know that we will have an opportunity to hear more about that program later on.

(The text of S. 3604 and department reports follow:)

91ST CONGRESS
2D SESSION

S. 3604

IN THE SENATE OF THE UNITED STATES

MARCH 18, 1970

Mr. KENNEDY (for himself, Mr. BIBLE, Mr. CHURCH, Mr. CRANSTON, Mr. EAGLETON, Mr. FONG, Mr. HARTKE, Mr. HUGHES, Mr. MILLER, Mr. MONDALE, Mr. MOSS, Mr. MUSKIE, Mr. PELL, Mr. RANDOLPH, Mr. WILLIAMS of New Jersey, Mr. YARBOROUGH, and Mr. YOUNG of Ohio) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

To authorize the establishment of an older worker community service program.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Older American Community Service Employment Act".

OLDER AMERICAN COMMUNITY SERVICE EMPLOYMENT PROGRAM

SEC. 2. (a) In order to foster and promote useful part-time work opportunities in community service activities for unemployed low-income persons who are fifty-five years

old or older and who have poor employment prospects, the Secretary of Labor (hereinafter referred to as the "Secretary") is authorized to establish an older American community service employment program (hereinafter referred to as the "program").

(b) In order to carry out the provisions of this Act, the Secretary is authorized—

(1) to enter into agreements with public or private nonprofit agencies or organizations, agencies of a State government or a political subdivision of a State (having elected or duly appointed governing officials), or a combination of such political subdivisions, in order to further the purposes and goals of the program. Such agreements may include provisions for the payment of costs, as provided in subsection (c), of projects developed by such organizations and agencies in cooperation with the Secretary in order to make the program effective or to supplement it. No payments shall be made by the Secretary toward the cost of any project established or administered by any such organization or agency unless he determines that such project—

(A) will provide employment only for eligible individuals, except for necessary technical, administrative, and supervisory personnel, but such personnel shall, to the fullest extent possible, be recruited from among eligible individuals;

(B) will provide employment for eligible individuals in the community in which such individuals reside, or in nearby communities;

(C) will employ eligible individuals in services related to publicly owned and operated facilities and projects, or projects sponsored by organizations exempt from taxation under the provisions of section 501 (c) (3) of the Internal Revenue Code of 1954 (other than political parties), except projects involving the construction, operation, or maintenance of any facility used or to be used as a place for sectarian religious instruction or worship;

(D) will contribute to the general welfare of the community;

(E) will provide employment for eligible individuals who do not have opportunities for other suitable public or private paid employment, other than projects supported under the Economic Opportunity Act of 1964, or under this Act;

(F) will result in an increase in employment opportunities for eligible individuals, and will not result in the displacement of employed workers or impair existing contracts;

(G) will utilize methods of recruitment and selection (including, but not limited to, listing of job

vacancies with the employment agency operated by any State or political subdivision thereof) which will assure that the maximum number of eligible individuals will have an opportunity to participate in the project;

(H) will include such short-term training as may be necessary to make the most effective use of the skills and talents of those individuals who are participating, and will provide for the payment of the reasonable expenses of individuals being trained, including a reasonable subsistence allowance;

(I) will assure that safe and healthy conditions of work will be provided, and will assure that persons employed under such programs will be paid at rates comparable to the rates of pay prevailing in the same labor market area for persons employed in similar occupations, but in no event shall any person employed under such programs be paid at a rate less than that prescribed by section 6(a)(1) of the Fair Labor Standards Act of 1938, as amended;

(J) will be established or administered with the advice of persons competent in the field of service in which employment is being provided, and of persons who are knowledgeable with regard to the needs of older persons; and

(K) will authorize pay for transportation costs of eligible individuals which may be incurred in employment in any project funded under this Act in accordance with regulations promulgated by the Secretary; and

(2) to make, issue, and amend such regulations as may be necessary to effectively carry out the provisions of this Act.

(c) (1) The Secretary is authorized to pay not to exceed 90 per centum of the cost of any project which is the subject of an agreement entered into under subsection (b), except that the Secretary is authorized to pay all of the costs of any such project which is (A) an emergency or disaster project or (B) a project located in an economically depressed area as determined in consultation with the Secretary of Commerce and the Director of the Office of Economic Opportunity.

(2) The non-Federal share shall be in cash or in kind. In determining the amount of the non-Federal share, the Secretary is authorized to attribute fair market value to services and facilities contributed from non-Federal sources.

ADMINISTRATION

SEC. 3. (a) In order to effectively carry out the purposes of this Act, the Secretary is authorized to consult with

agencies of States and their political subdivisions with regard to—

(1) the localities in which community service projects of the type authorized by this Act are most needed;

(2) consideration of the employment situation and the types of skills possessed by available local individuals who are eligible to participate; and

(3) potential projects and the number and percentage of eligible individuals in the local population.

(b) The Secretary shall encourage those agencies and organizations administering community service projects which are eligible for payment under section 2(b) to coordinate their activities with agencies and organizations which are conducting existing programs of a related nature which are being carried out under a grant or contract made under the Economic Opportunity Act of 1964. The Secretary may make arrangements to include such projects and programs within a common agreement.

(c) In carrying out the provisions of this Act, the Secretary is authorized to use, with their consent, the services, equipment, personnel, and facilities of Federal and other agencies with or without reimbursement, and on a similar basis to cooperate with other public and private agencies and instrumentalities in the use of services, equipment, and facilities.

(d) The Secretary shall establish criteria designed to assure equitable participation in the administration of community service projects by agencies and organizations eligible for payment under section 2 (b).

(e) The Secretary shall not delegate his functions and duties under this Act to any other department or agency of Government.

PARTICIPANTS NOT FEDERAL EMPLOYEES

SEC. 4. (a) Eligible individuals who are employed in any project funded under this Act shall not be considered to be Federal employees as a result of such employment and shall not be subject to the provisions of part III of title 5, United States Code.

(b) No contract shall be entered into under this Act with a contractor who is, or whose employees are, under State law, exempted from operation of the State workmen's compensation law, generally applicable to employees, unless the contractor shall undertake to provide either through insurance by a recognized carrier, or by self insurance, as allowed by State law, that the persons employed under the contract, shall enjoy workmen's compensation coverage equal to that provided by law for covered employment. The Secretary may establish standards for severance benefits, in lieu of unemployment insurance coverage, for eligible individuals

who have participated in qualifying programs and who have become unemployed.

INTERAGENCY COOPERATION

SEC. 5. The Secretary shall consult and cooperate with the Office of Economic Opportunity, the Administration on Aging, and any other related Federal agency administering related programs, with a view to achieving optimal coordination with such other programs and shall promote the coordination of projects under this Act with other public and private programs or projects of a similar nature. Such Federal agencies shall cooperate with the Secretary in disseminating information about the availability of assistance under this Act and in promoting the identification and interests of individuals eligible for employment in projects funded under this Act.

EQUITABLE DISTRIBUTION OF ASSISTANCE

SEC. 6. The Secretary shall establish criteria designed to achieve an equitable distribution of assistance under this Act among the States and between urban and rural areas, but no State shall receive more than 12 per centum of any money appropriated in any fiscal year to carry out the provisions of this Act.

DEFINITIONS

SEC. 7. As used in this Act—

(a) "State" means any of the several States of the

United States, the District of Columbia, Puerto Rico, the Virgin Islands, American Samoa, Guam, and the Trust Territory of the Pacific Islands;

(b) "eligible individual" means an individual who is fifty-five years old or older, who has a low income, and who has or would have difficulty in securing employment;

(c) "community service" means social, health, welfare, educational, library, recreational, and other similar services; conservation, maintenance or restoration of natural resources; community betterment or beautification; antipollution and environmental quality efforts; economic development; and such other services which are essential and necessary to the community as the Secretary, by regulation, may prescribe.

AUTHORIZATION OF APPROPRIATIONS

SEC. 8. There are hereby authorized to be appropriated $35,000,000 for the fiscal year ending June 30, 1971, and $60,000,000 for fiscal year ending June 30, 1972.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF MANAGEMENT AND BUDGET,
Washington, D.C., July 10, 1970.

HON. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request of March 19, 1970, for our views on S. 3604, a bill "To authorize the establishment of an older worker community service program."

In a report to your Committe that represents the views of the Departments of Labor and Health, Education, and Welfare and the Office of Economic Opportunity, the Secretary of Labor recommends against the enactment of S. 3604.

We concur in the views expressed in the report submitted by the Secretary of Labor and accordingly recommend against enactment of S. 3604.

Sincerely,

(Signed) WILFRED H. ROMMEL,
Wilfred H. Rommel,
Assistant Director for Legislative Reference.

U.S. DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, D.C., July 7, 1970.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request for the Administration's views on S. 3604, the "Older American Community Service Employment Act." This letter represents the views of the Department of Labor and Health, Education and Welfare and the Office of Economic Opportunity.

S. 3604 would authorize the Secretary of Labor to establish a community service employment program for persons 55 years of age and over who have a low income and difficulty in securing employment. The Secretary would provide assistance to public and private nonprofit agencies, agencies of a State government, and agencies of a political subdivision of a State in order to further the purposes and goals of the program.

The basic objective of the bill seems to be the creation of additional job opportunities for low-income older persons in order to augment their income and to develop new social roles for them. This Administration has already taken significant actions to achieve this objective.

The Economic Opportunity Act provides specific statutory authority for the type of special work programs that would be established by S. 3604. Title I. Part E, added by the Economic Opportunity Amendments of 1969, called for the conduct of an expanded Mainstream program—a work-training program for chronically unemployed poor adults. In FY 1970, $41 million—12,000 training opportunities—was authorized for Mainstream programs and an additional $10 million has been reprogrammed from FY 1970 EOA funds to provide additional opportunities under the program. A $41 million level of effort is maintained in the proposed FY 1971 budget. Approximately 60 percent of the persons enrolled in the Mainstream program have been 45 years of age and older.

The Mainstream program will be incorporated into the manpower delivery system proposed in the Manpower Training Act (S. 2838), which is presently before the Committee on Labor and Public Welfare. Through the Manpower Training Act, the Administration proposed to decategorize and consolidate existing manpower programs, provide flexible funding for a comprehensive manpower program in each State and area, and establish a consolidated manpower delivery system decentralized to the States and metropolitan areas. We believe that the interests of older workers, as well as other people with specialized manpower needs, can best be served by giving the initiative in manpower program administration to the States and localities which are closest to the problems rather than to continue the proliferation of tightly drawn categorical programs at the national level. The range of services envisioned under S. 3604 is already authorized under the terms of the more flexible proposed Manpower

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Training Act. We intend that the employment possibilities for older persons which Mainstream has demonstrated will not be lost.

In the Family Assistance Act (H.R. 16311), which is presently before the Senate Finance Committee, the Administration has proposed a bill that could bring the income of all older couples well over the poverty line and all single older persons up to 80% of that income level. Moreover, under Social Security legislation enacted last December and additional proposals currently pending before the Senate (H.R. 17550), the Administration will have increased the incomes of beneficiaries by 20 percent. In addition to these improvements, the Administration has endorsed the automatic cost-of-living adjustments and the liberalization of the retirement test now contained in the bill. All of these gains are elements in the Administration's overall income strategy, which in our view will eliminate or markedly alleviate the symptoms of poverty among older persons.

In the 1969 amendments to the Older Americans Act which were enacted last year, the Foster Grandparent Program—providing a new role for retired persons—was given permanent status and the Retired Senior Volunteer Program, a new program to reimburse older volunteers for their out-of-pocket expenses, was authorized.

Because S. 3604 would establish yet another categorical grant program, increase the duplication of effort, and further complicate the existing range of national manpower programs, we oppose its enactment. We believe, however, that there are several constructive steps that the Administration can take to expand the kinds of opportunities to which S. 3604 is directed:

(1) Under the authority of the Manpower Training Act, we will develop a program model focused on the employment of older persons in community services for use by the States after the Act is signed into law.

(2) The Department of Health, Education, and Welfare will use research and demonstration funds to establish one model Retired Senior Volunteer Program project in each Federal region during FY 1971.

(3) We will attempt to effect the recommendation of the President's Task Force on Aging that Federal agencies cooperate in designing new paid and unpaid roles for older persons in the local delivery of services and in building such roles into local delivery by:

(a) Studying methods of making greater use of older persons in Federal grant-in-aid programs, particularly in the human services field;

(b) Using older persons in the administration of the Family Assistance Plan; and

(c) Developing models of new roles for older persons in such Federal programs as the proposed Social Service Amendments to the Social Security Act.

(4) A section in the proposed Manpower Training Act amends the Economic Opportunity Act to enable the Office of Economic Opportunity to expand and improve research, experimental, and developmental activities focused on the employment and employment-related problems of the economically disadvantaged, including persons over 55. This authority will be used to develop additional new roles for the low-income elderly.

This Administration believes that through the current and proposed efforts described herein and through a commitent to increase the participation of older persons in American life (which we hope will be fostered by the forthcoming White House Conference on Aging) the purpose of S. 3604 will be realized and its enactment will not be necessary.

The Bureau of the Budget advises that there is no obligation to the submission of his report from the standpoint of the Administration's program.

Sincerely,

J. D. HODGSON,
Secretary of Labor.

GENERAL COUNSEL OF THE DEPARTMENT OF COMMERCE,
Washington, D.C., August 6, 1970.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in further reply to your request for the views of this Department concerning S. 3604, a bill "to authorize the establishment of an older worker community service program."

S. 3604 would establish a program to foster and promote useful part-time work opportunities in community service activities for unemployed persons who have low incomes and poor employment prospects, and who are fifty-five years of age or older. "Community service" would include: social, health, welfare, educational, library, recreational, and other similar services; conservation, maintenance or restoration of natural resources; community betterment or beautification; antipollution and environmental quality efforts; economic development; and such other services which are essential and necessary to the community as the Secretary of Labor, by regulation, may prescribe. The program would provide for such short-term training as may be necessary for older workers, payment of transportation costs which may be incurred by eligible individuals in reaching the places of employment, safe and healthy working conditions, coverage under State workmen's compensation laws, and a pay rate not less than that prescribed by the Fair Labor Standards Act of 1938, as amended.

While we favor the objectives of the bill, we would defer to the views of the Departments of Labor and Health, Education, and Welfare on the need for a bill along the lines of S. 3604.

We have been advised by the Office of Management and Budget that there would be no objection to the submission of this report from the standpoint of the Administration's program.

Sincerely,

JAMES T. LYNN,
General Counsel.

Senator KENNEDY. I want to, first of all, express a very warm welcome to all of those seniors who have come from throughout southeastern Massachusetts and Providence and many other communities in this area to be with us this morning.

I think if this signifies one thing it is that seniors are interested in opportunities to provide for constructive work in their communities.

Seniors who have had a rich and full life realize that they still have much which they can contribute to their communities and to their fellow men. When I look out over this hall this morning and I see hundreds of seniors that are gathered here, there is a message which I will bring back to the Senate of the United States of the hundreds and thousands of people whom you represent who are looking for an opportunity to participate in a meaningful way in the life of the community. It is the purpose of S. 3604 to provide some vehicle for such a participation.

I know that there are many programs which are before the Congress and Senate which this group is interested in.

You are concerned about the areas of social security, about the Older Americans Act and the various different programs that come under that act. You are concerned about a whole host of senior citizen programs which have and have not been enacted by the Congress of the United States.

It's certainly not the purpose this morning to suggest that the kind of program and the legislation that we are considering here is in any way an end-all to the many challenges and opportunities and responsibilities that we have in the Congress of the United States.

Certainly it is not. But this morning should be looked at as an initial meeting with seniors, during which we will not only hear from their representatives and those that are concerned about seniors' affairs but also warmly welcome and invite the participation of all those that are gathered here this morning to take advantage of this form which has been made available in the back of the hall and which I hope will be used and utilized by those of you attending today if you wish to add your comments.

The form says:

Dear Senator Kennedy: If there had been time for everyone to speak at the hearing on "S. 3604, Older Americans Community Service Employment Act", in Fall River, Massachusetts, April 4, 1968, I would have said . . .

And then there is the blank page there and then a space for your name and address. We hope that either as the hearing goes on or at the end of the hearing, you will take full advantage of bringing the form home with you today and taking just a few minutes to fill it out. I hope you will listen to the witnesses and listen to the comments and questions and make what suggestions and recommendations you might have for this committee.

I give you assurance that those comments and suggestions will be made a part of the record.

So we are hopeful this morning that even in the limited time we have available, we will be able to provide as much opportunity for comment and for informed discussion to give the United States Senate your ideas and your suggestions.

There are some notable statistics about the numbers of senior citizens which you are familiar with here in Massachusetts and throughout the Nation. There are some 620,000 senior citizens in Massachusetts, and they constitute 11 percent of the Massachusetts population.

Although the number of poor in this country has dropped by over 30 percent in recent years, the percentage of poor over 65 has risen some 18 percent and the median income of older persons living alone or with nonrelatives is only about $1,700.

There are over 1.4 million men aged 55 to 64 that have presently dropped out of the labor force, an increase of 17 percent in the last 20 years. And a substantial number of persons 65 years and older would have preferred part-time employment but cannot find it.

Too often a lifetime of talent and wisdom and skill is going to waste—when it could be used productively.

Too often our senior citizens are frustrated at the lack of opportunity to work and too often senior citizens struggle along on poverty incomes because their needs are not met.

Now, under the bill that is before us today, the Secretary of Labor would be authorized to establish and administer a community senior service program for persons 55 and older who lack opportunities for other suitably paid employment.

The Secretary would provide assistance to national voluntary agencies and State local agencies in developing such programs.

Older citizens with low incomes would be paid an average of about $1.60 to $2 an hour for their work in the community: $35 million is authorized for fiscal 1971; and $60 million for fiscal 1972.

The program would have two general benefits. For the older person it would provide needed money. It would give an opportunity to be a working, contributing member of society. It would give a chance to get back into the mainstream of life.

For the communities, the program would supply needed experienced, dedicated manpower to perform critical tasks.

Right here in Massachusetts, pilot programs conducted by the National Council of Senior Citizens have demonstrated the appeal and the success of part-time community service employment, for low-

income older persons. In Fall River, New Bedford, and Boston, "senior aides" are working in hospitals, day care programs, schools, museums, nurseries, community and recreation centers, libraries, and offices. They are helping the young, the old, the sick, the poor, the disadvantaged.

The impact of these aides in their communities has been substantial. And perhaps the greatest impact has been on the aides themselves. They have established new living patterns, assisted their peer group, and received personal satisfaction in helping others.

They have gained a new insight into the total community. They have earned badly needed income.

The enthusiastic responses in Massachusetts and other pilot areas indicates that many senior citizens, in virtually every community, are willing and able to perform useful services. The bill before us today would provide that opportunity for the low-income elderly.

For those with higher incomes, who can afford to work without compensation, we have another Federal program for community service. A new retired senior volunteer program—called "RSVP"—was authorized last year in amendments to the Older Americans Act amendments, which I cosponsored and worked on as chairman of this subcommittee. Individuals could serve on a volunteer basis in the same kinds of community service activities we have been discussing. They would receive no compensation except reimbursement for transportation, meals and other out-of-pocket expenses incident to their service.

The administration did not seek funds for the RSVP program last year, and it did not get off the ground. And although the $10 million authorized this year would benefit many thousands of older persons and countless communities, the administration request this year once again is zero.

This is a shocking misallocation of priorities, and it runs through the whole administration program for the elderly. Eighty-five million dollars is authorized this year under the Older Americans Act. But the administration has requested only $31 million, or for less than half of what Congress views as necessary.

The Older Americans Act authorizes $40 million for title III—grants for community planning and services, model projects, and State planning and evaluation. The administration seeks only $15.2 million.

The act authorizes $15 million for titles IV and V—research and demonstration projects and training grants. The administration seeks only $5.8 million.

The act authorizes $30 million for title VI—the foster grandparent program and RSVP. The administration seeks only $10 million.

Fewer than 10 to 20 percent of approximately 300,000 professional workers in programs for the elderly have had formal preparation for work with older persons. Yet the administration's budget request for training is less than what we spent last year.

I say that this is wrong. I say that the wealthiest nation in the world, with a gross national product rapidly approaching $1 trillion, can do more. I say that if we can spend over $1,400 a year on armaments for each South Vietnamese soldier, surely we can spend more than $1.40 a year under the Older Americans Act for each senior citizen.

Think of it. One thousand times. We are spending one thousand times more on each South Vietnamese soldier than we are spending under the act on each senior citizen at home.

I submit to you that this is outrageous. We can—and we must—do more for our senior citizens. In my duties as United States Senator, I certainly will press for adequate funding of existing programs.

And I will work to pass needed new programs, such as the bill we are considering today.

This Nation needs the elderly. We have an obligation to assist our seniors to continue full and rewarding lives. And we have an opportunity to benefit from their experience and background.

The legislation which we consider today recognizes this two-fold premise. If we act on the needs and the potential of senior citizens, the Nation will indeed be a better place. We must all join together in this effort.

Our first panel will be a Fall River panel: Mr. James Donnelly, who is the assistant director of Citizens for Citizens, Inc., Mr. John O'Keefe, who is the senior aide at the Marine Museum; Mr. Frederick B. McDonald, principal, Healy Elementary School; and Mrs. Mary Dillon, supervisor, Mental Health Center.

If they would be kind enough to come forward, please.

We want to welcome the panel to our hearings this morning. I will ask Mr. Donnelly to make any opening comments or ideas and suggestions that he woud like to do.

STATEMENT OF JAMES A. DONNELLY, ASSISTANT DIRECTOR, CITIZENS FOR CITIZENS, INC., FALL RIVER, MASS.

Mr. DONNELLY. Thank you very much, Senator Kennedy.

We are very pleased, Senator, that you were able to come to the city of Fall River today. We consider it a pleasure to be able to participate in this program.

The inexorable passage of time has brought about the subject which we will address ourselves today. It is not a dream, it is not a figment of someone's imagination. It is real, it is alive, it has been nurtured and strengthened by the cross current of decades of victories, frustrations and defeats.

We will talk and direct our remarks about people who have enriched our society, but who have not necessarily enjoyed the material benefits that they have produced. These are our seniors, our older Americans, or whatever name you prefer to give to them.

I like to think of them as our parents, our relatives, our friends, our neighbors and either now or later our very self. We are grateful to you, Senator Kennedy, and your committee for your realistic approach in the meeting of requirements of certain persons over 55 years of age.

Historically Citizens for Citizens, Inc., the community action program of Full River, has been deeply concerned with the problems of the elderly.

In addition to other activities, we embarked on an employment program on August 15, 1968, in conjunction with the National Council of Senior Citizens.

During the intervening months, I heard expressed in various words the sentiments outlined in the following statement made by an aide at the time of application.

Really it is a composite of what has been said by many seniors that I have had the opportunity to chat with.

They have in essence said:

> I am awfully lonesome and wish that I could have something to look forward to each morning when I begin what have been long, dreary days.
>
> I have nothing to look forward to; I am sure that today will be the same as yesterday, and yesterday was the same as the day before. If I could only feel wanted, and once again become part of that world outside of my apartment.

This quotation, Senator, fittingly describes what we have been hearing.

We vividly recall our initial effort in assigning elderly persons to work assignments was a challenging undertaking because of its newness and the historical concept that after age 50, one's ability to manipulate his hands and mind in a coordinated manner was diminished to the point of lacking positive value.

We were obviously prejudiced by this thought but yet we were anxious, as the vehicle through which low-income persons might be aided, to accept the challenge and see what could be done.

There soon followed a coordination of effort that brought forth an operational pilot project designed to return to the mainstream of society a limited number of low-income persons 55 years of age and over, who were desirous of supplementing their meager earnings and sharing their skills in the interest of their fellowman.

One of our first senior aides that we employed was assigned to the Marine Museum. This assignment was made because the applicant had vividly outlined during his application interview that for many years he had followed the sea.

Now in his seventies and with a very nominal social security award he found it imperative to seek supplementary funds but also found that he was not physically able to engage in an activity for which he had previous training. Much to our amazement he indicated that over 30 years ago he underwent a serious operation and because of this it was necessary for him to exercise special precautions.

He was interviewed by the personnel representative at the Marine Museum and his assignment followed with great pride now being demonstrated by both the senior aide and his supervisor at the host agency.

Senator, we are very pleased to have with us this morning Mr. John O'Keefe, our first senior aide, and I am going to ask him to briefly testify to the value of the program.

Mr. O'Keefe.

STATEMENT OF JOHN O'KEEFE, SENIOR AIDE AT THE MARINE MUSEUM, FALL RIVER, MASS.

Mr. O'KEEFE. Senator, about 19 months ago there were a few paragraphs pertaining to the senior aide program which was in the Fall River Herald News at that time.

I live down at the Holmes Apartments for the elderly and a lady who was in charge there told me about it and suggested I should apply for a spot on it.

I went up to the U.S. Employment Office and I was found to be eligible, and while there the man I seen asked me what kind of work I had done and if I had any hobbies. I told him I used to teach Sea Scouts how to tie knots, splicing and so on.

In my younger days I had some sea experience in sailing vessels, tugboats, tankers. So within 2 weeks I received a letter from Mr. Donnelly to come up for an interview.

I was asked by him what I would do.

I told him about the Marine Museum which was something new in Fall River and thought I could do some good down there. Mr. Donnelly called the museum right away. I went down with him and asked Mr. David Atwater, the director, and Mr. John Gooselin, the superintendent, and I was asked what my capabilities were.

I told him a little bit of almost everything. Next day I started and have been there ever since. While there I did a lot of painting cabinets and whatever was needed to be done. I made over 50-knots splices, bends, and so forth. They are on the wall which you can see if you should go down there, which I hope you do and see all the nice things that are down there.

After a few months I was placed in charge of the sales department and I also take in admissions. I have been in sales up to now.

Incidentally I am 72 years old and will be 73 this June. For a long time I have been retired and it was a problem how to put the time in. I knew when I got up in the morning it was going to be a repetition of the day before. It was not very pleasant to know it was the same thing all over again.

But since being down to the museum that all has changed. I know when I get up in the morning I have some place to go to. I feel on account of going to sea a long while ago and being part of the museum and being among the beautiful models and other artifacts pertaining to the sea I feel right at home.

During that time I have talked to people from 40 different States and crews that are on ships that unload cargo at the State pier.

These ships were from 15 different countries.

In my opinion the senior aide program should not only be continued but expanded as it is reasonable to believe that there are many more in my category that should be on this program. And what with the high prices for anything that you have to buy the pay we receive comes in mighty handy.

And in closing I hope that the continuance of this program will help others as it has helped me. [Applause.]

(The prepared statement of Mr. O'Keefe follows:)

PREPARED STATEMENT OF JOHN O'KEEFE, SENIOR AIDE AT THE MARINE MUSEUM, FALL RIVER, MASS.

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Mr. DONNELLY. Thank you very much, Mr. O'Keefe.

Incidentally, Senator Kennedy, Mr. O'Keefe has a memento that he would like to present to you after the introduction of the evidence by our two other witnesses. I am quite sure that you will appreciate the time and the effort that Mr. O'Keefe has devoted to this gift.

Our second witness this morning is Mrs. Mary Dillon, and this name in Fall River is synonymous with voluntary agencies and particularly those agencies which are directly related to working with retarded children.

When I asked Mrs. Dillon if she would be willing to participate today as a panelist, she was a little hesitant and reluctant to do so, but then said if Senator Ted can obtain for the retarded children of Fall River more senior aides, then I will be a panelist, and I promised her, Senator Ted, that you would and that's the reason she is here.

STATEMENT OF MRS. MARY DILLON, SUPERVISOR, MENTAL HEALTH CENTER, FALL RIVER, MASS.

Mrs. DILLON. I have been in the retarded field for 15 years and recently we had a new clinic open in the Fall River area and we did not quite have enough of a staff to go along with the amount of children we had.

We have 36 young retarded children between the ages of 3 and 7 and four classes at the center.

When Mr. Donnelly approached me with a senior aide, I wanted to know what this would be, how we could use her.

Now we find that through her help in getting one more person to work with the children, this person that we have—Margaret is her name—she takes the children off the bus; she answers the telephone; she helps to undress the children; she dresses the children.

Sometimes she even fills in as a regular aide, and she is a very useful person in our program.

We would like more senior aides like Margaret especially a nice strong one that could help children that are unable to get on and off buses.

We also would like some aides that would answer phones in the afternoon. This aide only works 4 hours a day. In the afternoon we have two programs also. Therefore we would like two more aides here, one at the other building.

We have 10 children at the other building that have no other program to go to. We call it a day-care program. I work there myself during the day, and if I didn't have Margaret I would have to stay in the other building.

So there is also a great help to many, many mothers in the Fall River area, and many mothers have said to me, "Mrs. Dillon, that 4 hours is such a relief that we can't really think of ever closing this program down." So maybe if we could get a little help from these people, we could still continue on and do more for the retarded children, and I would like to thank you, Senator Kennedy, and all your family for all they have done for the retarded children, and I sincerely hope that you can do as much for all of the senior aides that are here today and throughout the country.

I thank you very much. [Applause.]

Mr. DONNELLY. Thank you very much, Mrs. Dillon. I don't know how the Senator could possibly refuse you any additional senior aides that your organization can use.

Senator KENNEDY. If this legislation is adopted then I don't think there will be any question about a significant increase in aides. And that's what we are all working toward here today.

So we will do our best in any event, and see what we can do for additional aides.

Mr. DONNELLY. We are sure of that, Senator.

Senator, our third speaker this morning is Mr. Frederick McDonald, who is the principal of the Healy School.

For the last 2 years he has had two senior aides and we are asking him, as a supervisor in a host agency, to outline and explain what a noninstructional assistant might be able to do in a school system.

STATEMENT OF FREDERICK B. McDONALD, PRINCIPAL, HEALY ELEMENTARY SCHOOL, FALL RIVER, MASS.

Mr. MCDONALD. Thank you, Mr. Donnelly.

Senator Kennedy, the assigning of senior aides to the Healy School first took place in September of 1968. The need at that time arose because it became necessary to bus pupils from their neighborhood school because of lack of space in the Healy School.

These pupils stay at school during the noon hour; hence the need for adequate supervision while they eat their lunches and enjoy some needed recreation time.

Each aide is assigned to a class during the noon hour. In good weather, the students are taken out to the playground after they have finished lunch for approximately a half hour.

In addition to this, the two senior aides perform many other noninstructional duties. Among these are:

Making of flash cards; stamping and dating of texts and work books; writing masters for use on the mimeograph machine; supervising of pupils in the basement and on the playground; assisting in making and displaying of bulletin board projects; cataloging and covering library books; monitoring classes when the teacher has to leave the room because of a conference with a parent or administrator.

The duties performed by the senior aides have been a great help to the faculty and administration of the school. As a result the students are the ultimate beneficiaries of these increased and added services.

Make no mistake about it, the services performed by these aides are important and essential. Without them these duties would have to be carried out by the teachers and in some cases would add many hours of work at the end of the regular school day.

It can be stated with certainty that this program has more than proven itself as far as the public schools in Fall River are concerned.

What better way can we help our senior citizens to remain as active members in the community than by having them work directly with people of all ages in all walks of life.

I heartily support the passage of Senate bill 3604. Thank you. [Applause.]

Mr. DONNELLY. Thank you, Mr. McDonald.

Senator, in any review of personnel it is essential that reference be made to the 83-year-old lady who sought an assignment with a great deal of confidence and positiveness. The opposite feelings were experienced by the project staff, and there was described by this elderly applicant the existing job station that we were anxious to fill.

We questioned whether a person her age could travel the required distance to the job station and whether she could then perform the rather arduous task of a food preparation and servi ide.

Senator KENNEDY. I don't want to inter you, but I am afraid I am gong to have to, in fairness to the othe tnesses. I wanted to ask Mr. O'Keefe just one or two questions and n make your full statement a complete part of the record. So if that is all right with you, we shall try to move on.

I think the panel has been just superb and extraordinarily helpful in the comments they have made. They are right on point in terms of the kinds of things that we are trying to do with the legislation considered here this morning.

So if it is agreeable with you, I will include all of your statement in the record, and I would like to ask Mr. O'Keefe just one or two questions.

Mr. DONNELLY. Very well.

The staff worker's approach was completely negative but this was dramatically changed when the applicant said, "Young man, why don't you let me make this decision." With this, in mind, the applicant was assigned and follow up at the conclusion of her first day of work put to rest all concern and apprehension of our staff when the host agency supervisor responded to our inquiry that the 83-year-old senior aide was putting "all others to shame."

The joy of accomplishment is a fitting description of the senior aide program. We have witnessed a rejuvenation of persons who were fortunate to be selected for this pilot undertaking. Immediately

following job acclimation, they outwardly demonstrated a happier countenance and accompanied this feeling by being clothed in new attire. Repeatedly they have given expression to the pleasure of being employed. At no time has anyone reported that their job assignment was too difficult or that the host agency expected more of them than they were able to contribute. Additionally we have found that absences due to illness have been nominal even during the cold, stormy winter months. This finding in itself has dispelled a previously existing myth that age reduces vitality and brings about an extensive pattern of sick leave.

AGENCY ORGANIZATION

Citizens for Citizens, Inc., is a nonprofit organization incorporated under the laws of the Commonwealth of Massachusetts on January 4, 1966. Its primary purpose is to provide stimulation and incentive for urban and rural communities to mobilize their resources to combat poverty through community action programs. It is a community action program agency funded by the Office of Economic Opportunity and the city of Fall River.

The corporation is made up of a governing body of 51 members with one-third of this membership representing low-income residents.

COMMUNITY AND PROGRAM PROFILE

The population of our community approximates 100,000 and it is generally held that 14 percent or 14,000 persons are over 65 years of age. This percentage exceeds the national average, so it follows that there exists a greater need to develop programs to meet the peculiar needs of our seniors. There are presently developing two programs, one under the Council on Aging (a public body) and a second under the auspices of a voluntary agency, that will bringabout a focusing of attention on elderly residents, but neither of these address the need for an employment program.

Our community has had a low educational attainment record, and this naturally is reflected throughout the entire population. Our senior aides are no exception and there follows in summary form a compilation of academic training that they have satisfactorily completed:

Number of senior Aides	*Highest grade completed (years)*	*Number of senior Aides*	*Highest grade completed (years)*
3	12+	0	5
1	10	1	4
3	9	0	3
11	8	1	2
6	7	1	0
3	6		

In making assignments of aides, the above educational attainment level, coupled with past training and experience were considered together with client's expressed wish as to type of job assignment that would be most desirable. Limitations prevailed, however, in fully following these criteria in all instances.

We all tried to match job stations with client's age and gave consideration to distance to be traveled from home to place of work. In the attachment noted above we have listed the present age of each

senior. The oldest aide is 83 and the youngest is 58; the median age is 65. These statistics in themselves give lie to the fact that any arbitrary age stipulation precludes gainful employment.

SUPPLEMENTARY INFORMATION

Since the initiation of the senior aides program in Fall River in September 1968, several individuals have terminated their association because of poor health. As vacancies occurred, we had eligible applicants awaiting assignment, but at no time did we intend to determine the potential number of eligible candidates in the community. We have been hesitant to publicize the program as being employment oriented when our contract precluded our ability to expand.

The cooperation offered us by other agencies has been excellent and our seniors have brought valuable assistance to organizations that could not have otherwise provided this assistance.

For those of us who have been involved with this program from the very beginning and for those of us who are convinced that the term "meaningful employment" can be more than a mere concept, it is a simple matter to conclude that the program has been a success. Our own appraisal is prejudicial, however, and we prefer referral to letters of endorsement which appear as the last attachments to this narrative.

INTRODUCTION TO S. 3604

The foregoing represents background for our analysis and review of S. 3604—"The Older American Community Service Employment Program."

Employment for the older American is but one facet of a many pronged approach to the meeting of the needs of the elderly and for some it is not a matter of direct concern. For those who are affected, however, it is a question of deep personal involvement for it means the difference between mere existence and fruitful living. Words upon words have been written and expressed to describe society's indebtedness to those who have given so much and received so little. Despite this fact there appears to be a void between ideas given expression to and to conversion of these ideas into realities.

Only minuscule opportunities have been offered those who have been forced into involuntary retirement and this bill directs the setting up of community service programs for those persons 55 years of age and over who could benefit from useful part-time employment.

ENDORSEMENT—GENERAL

We unhesitatingly endorse and support the objectives of this bill for it is designed to bring constructive action to the remedying of a situation that is not otherwise met. Experience has taught us that no arbitrary age may be used as a base for determining the severance point between active employment participation and retirement.

Retirement should be the culmination of success. For many, however, it is a period of transition that leads to a socioeconomic status that precludes happiness and contentment. Despite social security awards, retirement necessitates the seeking of supplementary assist-

ance and community service employment should be an alternative to old age assistance for all those who desire to exercise this right of choice.

Similarly we should recognize the right of a senior to reside where he or she desires and assist in making adjustments when it is found that a living arrangement is based on financial limitations rather than ties of love and affection.

ENDORSEMENT OF SPECIFICS

(1) Part-time employment to assist seniors in supplementing inadequate incomes respects their dignity as persons in our work-oriented society.

(2) Community service employment opens the door for refinement of services that might not otherwise be reachable because of local financial restrictions.

(3) The qualification of low income should not preclude the employment of the marginal income or other persons whose skills might be essential to a well-rounded program.

(4) Strongly endorse the waving of the 10 percent non-Federal share when this contribution proves to be a hardship.

RECOMMENDATIONS

We respectfully suggest that consideration be given the following:

(1) As an administrative expense, without local sharing, moneys be appropriated for a complete physical examination for all approved applicants. Many elderly persons have not seen a doctor for years and for their protection we recommend a complete physical before they are assigned.

(2) That there be built into the program a component providing for counseling, guidance and/or social service by staff members to meet the needs of employed seniors. As we advance in years some adjustments are necessary and to meet this need we endorse the adoption of a professional component.

(3) The preceding recommendation is intended to include an "exit interview" to make possible the coordination of other resources in meeting total needs of individuals who terminate their service under this program.

(4) That "family income" not be considered as an eligibility factor. This criteria has presented substantive problems when this determination necessitated consideration of income of household members who are not legally liable for the support of applicant. Specifically, we are suggesting the elimination of income such as that earned by a son-in-law or other such nonlegally liable person. Determination as to what constitutes "legally liable relative" could very appropriately be the definition currently employed by the Department of Health, Education, and Welfare.

(5) Lastly, we endorse the concept of part-time employment for older persons and hope that it will be made part of a permanent ongoing agency.

SENIOR AIDES—PRESENT AGE AND EDUCATIONAL ATTAINMENT LEVEL

Identification Number	Highest grade completed	Present age	Identification Number	Highest grade completed	Present age
1	14	60	16	8	57
2	8	63	17	9	70
3	7	72	18	6	63
4	8	76	19	2	71
5	7	60	20	8	66
6	12	61	21	4	83
7	8	58	22	7	62
8	9	73	23	8	63
9	6	59	24	7	65
10	12	59	25	8	64
11	8	69	26	6	66
12	7	67	27	9	79
13	8	70	28	0	69
14	10	63	29	8	64
15	7	66	30	8	63

Senator KENNEDY. I was wondering, Mr. O'Keefe, what were you doing prior to the time that you began to participate in this program?

Mr. O'KEEFE. I wasn't doing anything; I was retired.

Senator KENNEDY. Were you involved in any kind of activity or program similar to this, or was this the first opportunity that has been available since retirement?

Mr. O'KEEFE. Yes; the first time I was ever in any kind of program like this.

Senator KENNEDY. Do you find from your friends and your other retired associates that they would be interested in this kind of a program?

Mr. O'KEEFE. Yes; they surely would be. It must be a good program.

Senator KENNEDY. Have you talked to them about what you are doing and related to them your experience; and have they indicated to you that they are likewise interested and would welcome an opportunity to participate in the same kind of meaningful way?

Mr. O'KEEFE. There is no doubt about that at all.

Senator KENNEDY. You have, Mr. Donnelly, as I understand it, some 30 aides participating in this program. Is that correct?

Mr. DONNELLY. That is right, Senator.

Senator KENNEDY. From the interest that has been stimulated and generated by your leadership, and by the interest of those 30 that have been participating, how many more potential aides do you think would be interested in this kind of opportunity?

Mr. DONNELLY. Well, Senator, we have been very hesitant and very reluctant to publicize the fact of an employment program for elderly persons because we knew that we have a substantial number of applicants whom we would be required to once again disappoint. We have on file now a large number who would be very happy to participate in this program if we were in a position to so employ them.

Senator KENNEDY. Would you feel comfortable in giving me any kind of figure? You have indicated some 30 that are doing it now. If funding were made available to you, in terms of your understanding of job opportunities and community needs, how many other aides do you think could be put to use? Thirty more? Sixty more?

Mr. DONNELLY. I would hate to hazard a guess on this, Senator, but I would be very, very pleased to be challenged with the opportunity of placing 100 seniors in gainful, meaningful employment.

(Applause.)

Senator KENNEDY. It sounds like you have good support out there and justification for it, and I think it helps to dramatize to us in the Congress and the Senate the extent of unmet needs.

Listening to these witnesses here this morning and knowing that some of the others are doing as well, we gain a greater sense of urgency in allocating resources to these kinds of programs.

Let me ask Mrs. Dillon a question. Your comments were very touching. I am wondering what your experience has been in terms of training these senior aides. Is it difficult to train seniors to do the kinds of helpful and productive and complementary and supplementary activities which you have outlined here this morning?

Mrs. DILLON. No, it is not difficult because most of these people have families and are attuned to the unmet needs of the retarded children. These women can fill a need. There is no training really required. The whole training that they have had all these years is very, very useful and we can use them in this way; and also riding a bus—most people would know how to hold a child on a bus. If we did have a strong man that could lift a child in and out of a bus, that would be wonderful. I don't think there is any great training for a father here. He has handled his own children and he knows how to handle children.

Senator KENNEDY. What about you, Mr. McDonald. How many aides do you think you could now use in a meaningful way in the school system—let's say in your school?

Mr. MCDONALD. In my school I feel now that two is sufficient with the enrollment setup now.

Senator KENNEDY. In elaborating and expressing your experience as a typical experience, in a general way, within the system here in Fall River, what do you think? I know this is sort of out of the blue and has to be a random kind of guess.

Mr. MCDONALD. I think now there are four or five other schools where senior aides are used, and I think if busing is going to be a problem with overcrowded areas, then no doubt many other schools could use these aides.

But even without the problem of busing, the 4 hours a day, there are many duties that they perform, which I outlined before, which take a burden off the teacher and it would not interfere. With regard to training, there is no problem whatsoever.

Senator KENNEDY. I want to thank you very much for your comments. They have been very, very useful and helpful expressions by all of you and I want to thank you once again, Mr. Donnelly, and your panel for your appearance here, and, Mrs. Dillon, we are going to work in getting those aides.

Mr. DONNELLY. Senator, Mr. O'Keefe would now like to make the presentation to you.

(Mr. O'Keefe then made a presentation to Senator Kennedy.)

Senator KENNEDY. I can study and use those, Mr. O'Keefe, next summertime, maybe on that boat down in Cape Cod.

Our next panel will be the New Bedford panel, Miss Jean Campbell, the executive director, New Bedford YWCA; Mrs. Nancy Neves, sen-

ior aide; Mr. Milton Peterson, senior aide; and Mrs. Eleanor Morton, executive director, West End Day Nursery, New Bedford, Inc.

So we want to welcome you here and thank you for coming.

Miss CAMPBELL. Thank you, Senator Kennedy.

(The statement on New Bedford Senior Aide project follows:)

POSITION STATEMENT OF THE SENIOR AIDE PROJECT IN NEW BEDFORD, MASS., SPONSORED BY NEW BEDFORD YWCA

Nearly two years participation has demonstrated:

1. That there are many older persons who want the self-respect which comes from supporting themselves and not living off others—either their families or their community. Sixteen of our thirty aides (53.3%) could receive more from Welfare than they do working on this program. There is now dignity and purpose in their lives.

2. That there is no predetermined chronological age for human obsolescence in today's society. Our aides have proven competent, industrious and dependeable. We have received commendations of their work, written and oral, from their host agencies. Their employers would rather have Senior Aides than any other age group. (For those of us who are concerned also with youth employability programs, this gives us pause to think.) Of the original 30 positions, 20 have their original aides assigned.

3. That their attendance record is superior. Absenteeism is minimal or nonexistent.

The New Bedford YWCA began total sponsorship on March 15, 1969. From that date through Jan. 31, 1970, for which we have records, of the 39 persons employed in that period: 26 took no sick days, or made them up; three missed only 1 day; three missed only 2 days; one missed only 3 days; three had major illnesses which prevented them from continuing; one is handicapped and still only missed 7 days; one a former alcoholic, has had an excellent record after once getting established in his job; one only has a questionable record.

When one gentleman found out he was entitled to 3 days vacation with pay last summer, he said with pleased awe, "This is the first paid vacation I've ever had in my life."

4. That unskilled or one-skilled older persons can do meaningful work. Only five of the jobs take any special skills which cannot be learned by the orientation provided by host agencies. Most of the applicants really have no skills pertinent to today's labor market in New Bedford. The average educational level of participants is 9.3 years. Senior Aides have adapted well to the variety of assignments. Especially competent have been those aides who deal with people, children in particular.

5. That the host agencies have been able to provide their community with more and better services, better program and better supervision which the community has not been financially able to provide.

It would be difficult to say whether the aides or the agencies have benefited most. It has proven itself equally valuable to both.

POSITION STATEMENT OF THE PROPOSED OLDER AMERICAN COMMUNITY SERVICE EMPLOYMENT ACT

We of the New Bedford Senior Aides Program are here today to register support for the proposed Older American Community Service Employment Act.

We support the provisions, as stated in Sec. 2b for determining eligible sponsors as clear, reasonable and seemingly easy to administer, greatly enhancing prospects for success. Provisions in the act are substantially the same as those which have effectively governed our Senior Aide Program these last two years.

Particularly we do favor the broader base which includes the near poor as well as the poor. We hope when guidelines are drawn for eligibility, consideration will be given to the acceptance of those who, because of circumstances beyond their control, find themselves forced to live with their families and become a burden on them no matter how welcome they may be. This has eliminated many applicants from participation.

We support completely its objective "to foster and promote useful part-time work opportunities." I believe "part-time work" is perhaps the most important

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key to the success of this program. Older workers have the physical stamina to do an excellent job for 20 hours. Some might wish to work longer and do. One Senior Aide works a full work week—the additional hours he contributes as a volunteer. Other aides are very generous with their time and almost all want to make up lost time. But I feel that the absentee statistics quoted earlier can be directly contributed, among other things, to the lack of pressure from the shorter work week.

We support especially the employment of older Americans in services related to publicly owned and operated facilities and projects, or projects sponsored by organizations exempted from taxation under the provisions of Sec. 501(c)(3) of the Internal Revenue Code of 1954. Our aides are extending the services and facilities of the community far beyond the community's capacity to financially support at this time. Many other opportunities are available which would add immeasureably to the health and well-being of our area.

We look forward, too, as sponsors of the existing program in New Bedford, to the possibility of provision of payments for some of the cost of the project, particularly as regards the necessary technical and administrative personnel. The strength of the Senior Aide Program lies in the elimination of high salaried administration with all monies going solely for salaries of aides. But the cost in administering the program to the twelve different host agencies in the New Bedford project has been borne completely by the New Bedford YWCA, a nonprofit organization—from the extensive bookkeeping needs to supplies and postage. The cost would be a minor outlay if granted and the program could still boast that no project director was receiving any pay from the program.

In conclusion, may we state our belief that each of our aides stands as a living testimonial to this demonstration project. We urge, with all our hearts, the enactment of the "Older American Community Service Employment Act" that the present program may be extended not only for those who currently serve, but for those thousands of older Americans to whom it also can mean new hope and new life.

STATEMENT OF MISS JEAN CAMPBELL, EXECUTIVE DIRECTOR, NEW BEDFORD YWCA, NEW BEDFORD, MASS.

Miss CAMPBELL. I can't think of anything that I would rather do today than assist in presenting testimony on behalf of this project.

For nearly 2 years participation in the senior aide project in New Bedford many things have been demonstrated, but I am just bringing to your attention a few of them at this point.

It has demonstrated that there are many older persons who want the self-respect which comes from supporting themselves and not living off others, either their families or their community. Sixteen of our 30 aides could receive more on welfare than they do working on this program. There is no dignity and purpose in their lives.

Secondly, it has demonstrated that there is no predetermined chronological age for human obsolescence in today's society. Our aides have proven competent, industrious, and dependable.

We have received commendations of their work, written and oral, from their host agencies.

Their employers would rather have senior aides than any other age group. For those of us who are concerned with youth employability programs this gives us pause to think.

Third, it has been demonstrated that their attendance record is superior. Absenteeism is minimal or nonexistent.

The New Bedford YWCA began total sponsorship on March 15, 1969. From that date until January 31, 26 took no sick days, or made them up. Three only missed 1 day and three missed only 2 days. One missed only 3 days. Three had major illnesses which prevented them from continuing. One is handicapped and still only missed 7 days. One,

a former alcoholic has had an excellent record after once getting established in his job. One only has a questionable record.

It has demonstrated that unskilled or one skilled older persons can do meaningful work. Only five of the jobs take any special skills which cannot be learned by the orientation provided by host agencies.

Most of the applicants really have no skills pertinent to today's labor market in New Bedford.

The average educational level of participants is 9.3 years. Senior aides have adopted well to the variety of assignments. Especially competent have been those aides who deal with people, chosen in particular.

Lastly, it has demonstrated that the host agency has been able to provide its community with more and better services, better program, and better supervision, which the community has not been financially able to provide.

It would be difficult to say whether the aides or the agencies have benefited most. It has proven itself equally valuable to both and I think we can perhaps realize some of this value as we hear directly from our aides involved, and I would like to present Mrs. Mary Neves, who is a teacher-aide at the center for retarded children in New Bedford.

STATEMENT OF MRS. MARY NEVES, SENIOR AIDE, NEW BEDFORD, MASS.

Mrs. NEVES. My name is Mary Neves.

From the bottom of my heart I must let everyone know what this job means to me.

I read an article in the Standard Times concerning the senior citizens aid program. You can be sure that I was there bright and early the next morning. I was there to apply and thank God was hired.

At the time, I was living in a very small four-room substandard house, which is very badly in need of repairs.

Because of surgery I had been unable to work for at least a year. The result was I was almost literally climbing the walls.

I can now hold my head up and face the world with a smile because due to having this job, it enabled me to move into four bright airy rooms.

God helping me I will never apply for any aid of any kind. As long as He allows I will work.

In addition to that, the thing that makes me happy is that I was sent to the center for retarded children.

Never having had any of my own, I found a release for long-pent-up love. The longer I work there, I have discovered that I need them as much as they need me. I pray I will never have to leave this job. It means too much to me.

Not only in a monetary way but the thrill and satisfaction of doing something for and with the children is indescribable. I just love the challenge. They don't ask your lineage. They just return the love that you hold forth.

What makes the job more enjoyable is though I am just a teacher's aide I have never been made to feel that I was working under the teacher but with her.

That is the attitude of the whole staff at the center. We work as a unit for one goal, the children.

If I may, I would like to share with you one of the thrills I have experienced while working there. One of our girls, 18 years old, out of the blue began singing a ditty. That was the first time in her entire life that she had even spoken. As a rule, I have never been known to be speechless, but I was. I had chills. No one, but no one can know the thrill I had realized that I had had just a very small part in witnessing this wonderful moment. It is moments like this which make me feel whole again.

I am sure that most senior citizens feel just as deeply as I.

The restoration of dignity and independence is the most important factor in this program. Please see that this is returned to the lady, please. Thank you. [Applause.]

Senator KENNEDY. Thank you, Mrs. Neves.

I think you have a sensitive knack with words as well as a sensitive knack with children.

Miss CAMPBELL. I would like to introduce to you now one of our recreation aides, Mr. Peterson, who works at the Boys Club, New Bedford.

STATEMENT OF MILTON PETERSON, SENIOR AIDE, NEW BEDFORD, MASS.

Mr. PETERSON. Senator Kennedy and members of the hearing panel, I want to use these 2 minutes to make it clear to everyone just how important the senior aides program is to those involved— to explain our roles in the agencies in which we work and just what effect we have on the human relationships of the people we meet in our assignments.

First, let me say that the senior aides program has brought us back into the world of being gainfully employed, of being needed, of being important in our agencies. We are helping those in need of our help—we are important to the successful operation in the places in which we are employed.

Second, let me say that as we go about our daily work we now have a life, once more, filled with purpose. We now have a great sense of accomplishment and pride in the knowledge that we are earning our own way. We now know that we too are making our contribution to the well-being of our community—we are really helping.

As a simple example of the variety of work done in New Bedford, I have brought along a sample of what I do on my job as a senior aide. At the Boys' Club of New Bedford I conduct cooking and baking classes four afternoons each week. I teach some 35 to 40 boys from low-income homes. They are learning how to prepare, cook, or bake good food. They enjoy what they make and I have some samples made late yesterday at the boys' club by the boys. Please accept them as a token of our appreciation of all your efforts on behalf of all of us on the senior aides program. [Applause.]

Senator KENNEDY. Thank you, Mr. Peterson.

Miss CAMPBELL. We can testify that the baked goods are delicious because we had some at one of our orientation programs and we all enjoyed them.

I would like at this point to introduce to you, Senator Kennedy, Mrs. Eleanor Morton, the executive director of the West End Day Care Nursery in New Bedford.

STATEMENT OF MRS. ELEANOR MORTON, SUPERVISOR, WEST END DAY NURSERY OF NEW BEDFORD, INC., NEW BEDFORD, MASS.

Mrs. MORTON. Senator Kennedy, I feel particularly honored and privileged to be able to express my experience with the senior aides who have been such a boon to our agency. I can't begin to do justice here because time is limited.

It is, however, a good feeling to any hard-pressed administrator to know that you have a Mrs. LaRoche or a Mrs. Crook (senior aides) to depend on; to know that they will be on the job on time * * * no matter what the weather, and the weather in New England is particularly unpredictable.

Not only are they dependable but they give of themselves in service. The job is a rewarding experience; not just a duty. And the reward is reciprocal. Josie, one of our 3-year-olds, has learned to say "thank you" at the appropriate time. Mrs. Crook, her teacher, beams proudly. Our 3-year-old, Carrie, solemnly corrects a new enrollee on table manners. Mrs. LaRoche broke into a soft smile to hear her very own words repeated in this 3-year-old spoken version.

And this too I have noticed—this art that only experience develops, this ability that only age develops, and this skill of "knowing from experience"—that maturity is given back freely to the very young. They accept it and gain growth and take unto themselves a certain amount of quiet assurance.

And yet, I have also observed a growth in the older adult—like a plant taking on new shoots.

It seems as though the young, or the activity of a new endeavor, has a certain effect on the older adult. They seem to have gained a sense of confidence, satisfaction, and security from their jobs; but what is important they have discovered that they have talents that are marketable, and what is yet more important they, the senior aides, are vitally needed.

Senator KENNEDY. Thank you, Mrs. Morton.

Miss CAMPBELL. We have the New Bedford senior aide programs here today to register our support to the proposed Older American Community Service Employment Act, S. 3604. We support the positions as stated in section 2–B for determining eligible sponsors as clear, reasonable and seemingly easy to administer, greatly enhancing prospects for success.

Provisions in the act are substantially the same as those which he effectively governed our senior aide program operated through their National Council of Senior Citizens these last 2 years. Particularly do we favor the broader base which includes the near poor as well as the poor. We hope when guidelines are drawn for eligibility consideration will be given to the acceptance of those who because of circumstances beyond their control find themselves forced to live with their families and become a burden on them no matter how welcome they may be. This has eliminated many applicants from participation.

The Massachusetts Department of Employment Security has cooperated with us completely and they have interviewed approximately

1,000 people to get our 30 aide positions. So there are many people who want these jobs.

Senator KENNEDY. You mean there were at least 1,000 seniors that in some way indicated some interest in participating in this program?

Miss CAMPBELL. Yes.

Senator KENNEDY. And because of the limitations on the resources and the funding that was made available you were only able to select some 30; is that correct?

Miss CAMPBELL. Yes, sir.

Senator KENNEDY. Would there be any way of indicating to us of that thousand, at least what percent of that thousand, would be eligible under the program if you did have the funding?

Miss CAMPBELL. I can't give you a percentage. I can tell you that perhaps a good half of them came close to this or lived with families, so this prevented them from taking these opportunities.

Senator KENNEDY. Could you tell me, Miss Campbell, in terms of the needs in New Bedford, how many senior aides could be usefully and gainfully employed in this program?

Miss CAMPBELL. I am sure this could be developed. We have had a number of requests of job placements positions and I am sure that we would have no difficulty at all in placing 100, 150, even 200.

Senator KENNEDY. Well, that's very helpful.

Thank you very much, Miss Campbell, and particularly your panel who I think made very useful and helpful comments. We want to express our appreciation to you for the comments that they have made.

Let me just ask them, the members of the panel, some questions. Have any of you been involved in any kind of other part-time work since retirement, or is this your first opportunity to give part-time work?

Mr. PETERSON. It's my first after being ill for a little over 2 years. That was my first opportunity.

Mrs. NEVES. I was forced to stay idle after surgery of the spine.

Senator KENNEDY. I want to thank you very much.

Our next two witnesses are Mr. Frank Manning, who is the president of the Legislative Council for Older Americans and Mr. Jack Leff who is the executive director of the Council of the Elders in Boston.

I will ask them if they would be kind enough to come up here together.

Gentlemen, we appreciate your appearance here. We are going to run into a time problem, but we want to give as much opportunity to the members of the panel to speak. But if we have to crack the whip a little bit with the remaining witnesses that will be done.

STATEMENTS OF FRANK MANNING, PRESIDENT, LEGISLATIVE COUNCIL FOR OLDER AMERICANS; AND JACK LEFF, EXECUTIVE DIRECTOR, COUNCIL OF THE ELDERS, BOSTON, MASS.

Mr. MANNING. My statement, Senator, will be very brief.

Out of all the human beings who have reached the age 65 since the dawn of recorded history, 25 percent are alive today. This dramatic statement is extracted from an article in the Journal of the Medical

Society of the State of New Jersey. It highlights the fact that people are living longer but unfortunately a majority of them are not living anywhere near their optimum for the reason that society has not adjusted itself to the phenomenon of the 20th century. In plain English, ladies and gentlemen, society is putting our generation through an economic wringer, such as has never been known before in the history of the world.

There is a sort of prevailing Whistler's Mother and over-the-hill outlook so far as the elderly of this country are concerned.

You know, it's an interesting thing that this New Jersey Medical Association started out to make a survey of the health of elderly people and they soon found themselves involved in such things as housing, lack of opportunity for work, low income, and they found that they could not confine their study to health alone because all the other psychological factors touching on the life of elders were involved.

Now, for example, this is their statement:

"Compulsory retirement," they conclude, "is a waste of human resources that this Nation can ill afford. It contributes measurably to ill health resulting from lack of work, exercise and responsibility."

Now I am not one of those who extol work for work sake, and I do firmly believe that a person who has contributed to society all his life in one degree or another should be able, if he so desires, to retire.

On the other hand, I believe it is really important that the right of this individual to continue that gainful employment, to continue as a valuable citizen of the community, is equally paramount and this is the right that is being violated today on a wholesale scale.

The private sector has failed us completely. Indiscriminately, without consideration of biological factors, when you are 65 you are out.

Absolute figures on employment of older citizens are difficult to get, but it has been estimated from research sources that only one in five of our over 65 population is employed, to one extent or another, usually on a very limited scale.

Consequently their problem has been magnified, what with the lack of any decent system of income maintenance, what with the psychological fear that many of them have about their ability to pay the continuing ever-spiraling excessive cost of living and all these other problems.

They also state to us we have no place for you in industry. We must, therefore, organize and get solidly behind such measures as this one here today proposed by Senator Kennedy in order to at least assert our dignity and right to live as first-class citizens. [Applause.]

Senator KENNEDY. A very powerful statement, Mr. Manning, and I appreciate very much your making it.

Mr. Leff.

Mr. LEFF. Thank you, Senator.

It's pretty difficult to follow Frank Manning, and I will try.

Before discussing the benefits of this legislation, I would like to summarize some of my feelings about some of the sections in the bill.

First, I would hope that the Secretary would give priority to private agencies, rather than public agencies, since private agencies are much closer to the grassroots than the patronage system often involved in public agencies.

I agree with the section that does not limit the age of supervisory personnel, while making clear every effort be made to recruit among eligible persons.

It is my experience that every project needs the energy and technical assistance of young people. This is particularly true during the initial phases of the project. I would suggest that all policymaking decisions of these projects be placed in the hands of elderly persons so that they can make determinations concerning the hiring of individuals.

Article H, dealing with training, is excellent for two reasons. First it calls for a short-term training program. Trained professionals have a tendency to overtrain "nonprofessional" workers. In essence they attempt to develop miniature likenesses of themselves making it uncomfortable for the new worker to use his own inherent skills.

A much better method of training would be initial orientation of not more than 2 weeks followed by supportive and sensitive on-the-job training sessions.

Secondly, every individual would be compensated during the training. This is important because it is often the most frightening period for many individuals and the remuneration would help sustain self-confidence.

The matching fund section of the bill is of particular interest to me as an administrator. I am constantly seeking resources to match funds. The 90–10 split would be acceptable to most community agencies.

Our Nation's preoccupation with war and our Government's inability to recognize the needs of its poor as a priority issue have permitted serious moral and social injustices to become a common practice. The problems faced by the elderly are far too complex to solve without launching a broad-based coordinated, and well-financed attack involving all sectors of our society.

This type of action will never be initiated until the problems of old people are given cabinet status on the Federal level.

We must remember that we have promised to our retirees a "Golden Age" of leisure, where they are rewarded for past productivity. This must be our ultimate goal. While striving for this we should provide the type of opportunities for the "well" elderly as embodied in the proposed legislation.

The package under consideration is an excellent vehicle through which an elderly individual can supplement his meager income. I do not feel that this is to be the program's major contribution. Rather I would like to think that it will have an impact into three areas of community life. Specifically, it would help the beleaguered professionals now laboring in the field of human services—while providing the elderly individual with a useful role in helping others, thus reestablishing his own feelings of self worth, and at the same time help in changing the overall image of the elderly.

Service agencies dedicated to the elimination of poverty and social injustices face critical shortages of personnel at a time when our society cries for positive human-to-human contact.

Older people, who have remained "well" through a lifetime of stress, harbor the capacity to provide others with much needed assistance. Elders who themselves have survived encounters with our institutions

could help those who are having difficulty navigating through the quagmire of forms and referrals.

The elderly employed in the Council of Elders Legal Research and Services to the Elderly program—sponsored by the National Council of Senior Citizens—have displayed tremendous skill in helping others overcome problems with welfare, health, housing, and political bureaucracies. These experiences, plus the many other examples I could use, have convinced many professionals that the elders on our staff make excellent helpers and advocates. These two roles are vitally needed by countless individuals who are engulfed in devastating situations. Agencies who do not hire elderly as technicians are passing up a priceless resource. The contribution made by elders is not limited to the delivery of services. Their reservoir of knowledge make a profound contribution to agency policy.

In the case of the Council of Elders, all policy is made by individuals whose average age is 72. There are those who remain skeptical that the elderly poor do not have the capacity to govern a community agency. I am convinced that the council will set a model that will lay to rest the myth that elders cannot take care of business.

Volumes have been written on the importance of an individual's self worth. Loss of self-esteem is the forerunner to apathy, which in turn leads to many chronic ailments. It is important to know that in many cases an individual can be returned to relative health if he is provided with opportunities to regain his dignity. I can thaink of no quicker way to gain self-respect than to help strengthen communities in which we live. The satisfaction one receives from realizing that something has happened because of his own input cannot be duplicated by any therapeutic technique.

Another important factor in creating a self-image is how others see us. The image of the elderly generally held by most Americans is anything but healthy. This negative image has led to the continuation of deplorable conditions in institutions intended to help old people. An archaic welfare system, deplorable nursing homes, intolerable back wards of mental institutions are but a few "structures" that are permitted to exist because of the belief the old people are "over the hill."

This negative image of our old will never change until enough younger people begin to relate to the positive aspects of aging. The surest way to break down the existing myths and stereotypes is to make the strengths of old people visible. Community service is one way to provide elders with positive exposure. Who has ever forgotten a person that came to his aid in the time of crisis?

It is for these reasons that I can give unequivocal support to the "Older American community service employment bill." I applaud you, Senator Kennedy, for your foresight in introducing such a far-reaching proposal. [Applause.]

Senator KENNEDY. Let me just ask you both your reactions to some of the provisions in the legislation. One of them is the eligibility of 55 for participants rather than 60. Would you give me what your reaction to this would be? Is it something which you support?

Mr. MANNING. I favor this particular section because in the Massachusetts Legislative Council it started out with an age requirement of 65. We have now reduced it to 55, because we find many thousands of people in a sort of twilight zone where they are not covered with the

legislation that affects the elderly and their unemployment benefits run out soon, and between the ages of 45 and 61 I feel that there must be millions of people in this country who are caught in a terrible squeeze because of the employment practices of private industry or the failure of the Government to recognize their plight.

Yes, indeed; I like that age.

Mr. LEFF. There is one thing I would like to add in terms of the housing problem, particularly public housing. People have to be 65 to be eligible. Consequently rents for people in the 55 and 60 category are generally high.

Senator KENNEDY. You mentioned earlier about the importance of favoring the private groups rather than the public groups. Now, in the legislation suggested there is 90 percent Federal funding and 10 percent non-Federal.

There would be an exception to the 10-percent requirement in economically depressed areas. Do you think that in the normal case the 10 percent would be forthcoming from recipient organizations?

Mr. LEFF. I think that in most agencies they could come up with 10 percent. I don't think from the amount asked for that 10 percent of a local project should be too difficult to find.

Senator KENNEDY. And the 100-percent funding in depressed areas?

Mr. LEFF. If you are speaking of low-income communities, then I think 100 percent should be forthcoming.

Senator KENNEDY. Thank you very much. They were very helpful comments.

Mr. MANNING. If I may, I would like to tell you of a little incident. It will only take a second. This involves a 72-year-old woman. We just waged a vigorous and successful campaign to get reduced fares in Boston for senior citizens.

This 72-year-old woman came in to me and said, "Mr. Manning, we have won this one."

She continued, "Where do we go from here? I just sold my rocking chair to a young hippie with a weak back. Let's go."

Senator KENNEDY. Our last speaker will be a group of witnesses, a panel; Miss Marie Davidson, who is the president of the Senior Citizens Senate of Massachusetts, Inc.; Mr. David Greer, who is the medical adviser, Fall River Authority; Dr. Mary Mulvey who is the project director, adult education department; and Mr. Kenneth Miller who is the assistant manpower director of the Champlain Valley Office of Economic Opportunity.

If they would be kind enough to come up.

We want to welcome you here and take whatever comments you would like.

STATEMENT OF MISS MARIE DAVIDSON, PRESIDENT, SENIOR CITIZENS SENATE OF MASSACHUSETTS, INC.

Miss DAVIDSON. Senator Kennedy, I have listened to everything that has been said about senior aides, about their feelings and their work. I am sure that each one of them is getting the benefit from their positions that they have stated here today.

However, working with the seniors in a broader sense, I feel that my remarks come from a different point of view. In the first place, I think that the senior aides would be a great help to the senior citizen

himself, particularly those who are not members of the working class or those who are physically unable to get out and do this 20-hour-a-week job.

However, there are so many of these seniors that we could help that we could very, very nicely stand a whole lot more senior aides.

For instance, we have a program that was started quite a while ago, and that is the meals on wheels.

We got it off the ground to a point where we needed help, and I feel sure that if we had more senior aides we could get that hot lunch program on the road, and to the people who really need it—those who are not able to come out. That is one category. Then we have our health program. We will promise health services——

Senator KENNEDY. Let me ask you a question if you don't mind me interrupting.

Miss DAVIDSON. No.

Senator KENNEDY. Do you have sufficient resources for the program itself, for the food itself? Or are you having difficulty in the delivery?

Am I correct in that?

Miss DAVIDSON. We are having difficulty in getting the food prepared. The school department promised to cook the food in the beginning but now I think they have the amount of help required.

Senator KENNEDY. Do you have sufficient food for the service?

Miss DAVIDSON. I think if I understand correctly, the school department would supply that food. But we have the means to deliver it, and we have the trays and everything else that goes with it. We are just waiting now for the thing to be cooked and that would be a great thing to the people who get out.

Senator KENNEDY. Your point is that if they had some opportunity for the delivery—for the cooking, first of all, and then for the delivery——

Miss DAVIDSON. No, we have the truck for the delivery, and we even have some of our seniors who have volunteered to make deliveries. But we do need other help, for instance, at the distribution centers, and that would be a great help to that program.

Then we have the Health Service. We were promised Health Service at the apartments for the elderly. Now, because of the shortage of professional help it is quite impossible to get that program going correctly.

Senator KENNEDY. Miss Davidson, if I could for my own edification on the delivery of these hot lunch programs I am still trying to find out where the bottleneck is.

Am I correct in believing that the principal bottleneck is the fact that you don't have people who would cook that food?

Miss DAVIDSON. That's right.

Senator KENNEDY. And there is a shortage of personnel either within the school system or in people who will be able to cook the food and get it to the distribution point?

Miss DAVIDSON. As I understood it, at the beginning of the program the school department offered to cook this food. This was being handled by the Council on Aging and, as I understand it, they were given the promise that they would cook the food.

Now I think this program has grown to such an extent that the school department can't take over this job. As far as the distribution

is concerned, that is all set; we have no problem there. Probably just the cooking of the food.

Senator KENNEDY. It's your impression that there are perhaps senior aides who could work in this area and assist in the valuable service of preparing the food?

Miss DAVIDSON. Where is there a better cook than an old senior citizen.

Senator KENNEDY. I agree.

Miss DAVIDSON. Then I say the Health Service, that hasn't been able on account of the shortage of professional help to get off the ground.

Now if we could have some senor aides to go in there and do the clerical work or to set up the patients or give minor tests, they could be trained for that. It would relieve the professionals of a big responsibility and we could handle some of the seniors.

Senator KENNEDY. I couldn't agree with you more and, of course, part of the problems that we face are State regulations and State laws that have been set up over many years.

If we are really going to come to grips with the medical problems in this country, there must be a number of changes in the State laws as well to permit the kind of thing which you have suggested.

So I would hope that by working with the medical societies, here in the State, we can work together to see what can be done about changing and altering our laws and statutes, so that this kind of paramedical personnel can help and assist us. There is great potential, and there are things happening in this field.

In the State of Washington, for example, they are using corpsmen who go through a refresher course at the University of Washington, and then go on out and work in the communities with regular medical personnel. They have been able to make changes in the State law. But the kinds of things that you have outlined, such as having seniors do some of the clerical and some of the other simple work that could be done, or having paramedical personnel help seniors, would be difficult in the State of Massachusetts unless we changed some of the laws. And that could very well be an area in which your group might become interested as well.

Miss DAVIDSON. I think if the law has to be changed, then I think a law should be changed. But I think Dr. Greer can elaborate a little bit on that when his turn comes because he knows quite a little more about that in this situation—as far as the professionals are concerned.

Then we have the housing. The housing for the elderly is just wonderful and I will bet that Fall River ranks second to none as far as housing is concerned.

We have four housing projects for the elderly that are just beautiful. But in those buildings there are people that you don't see from one end of the week to the other. They are probably upon the fourth or the fifth floor or the sixth floor and they don't get it.

They are just forgotten. In very many cases the person is brought out to the hospital and the rest of the tenants say, "Oh, I didn't know she was sick."

So, you see, a person working on a social level—a senior aide working on a social level in a case like that—would be a great help for the senior too.

There are so many categories where the senior aides could help, and even though it is wonderful for the person who is giving this service, it would certainly be a godsend to the person who is receiving this service.

One thing that I would like to say, one of our former speakers, mentioned that he would like to see the moneys that are appropriated for the Government go directly to the program were it not for high salaries for individuals.

Well, boy oh boy, I would stand up and say "Hurrah for that" because I think the seniors have been sort of deprived a whole lot on account of these high salaries. If moneys are appropriated, and the first thing you know a salaried position is being established and that much money is taken away from the senior, and I think that ought to stop right here and now.

If the money is going to be appropriated for this program, it should go directly to the program. [Applause.]

Senator Kennedy, on behalf of the Senior Citizens Senate of Massachusetts, Inc., I would like to thank you for each and every one of the seniors for making your appearance here this morning. We realize how busy you are, and we appreciate the effort you are making on our behalf.

Thank you very much. [Applause.]

Senator KENNEDY. You made a marvelous comment, and a very generous statement and we want to thank you very much.

Dr. Greer.

STATEMENT OF DR. DAVID GREER, MEDICAL ADVISER, FALL RIVER HOUSING AUTHORITY

Dr. GREER. I think my statement will indicate to you, Senator Kennedy, that Marie and I talked to each other and our ideas on the subject are quite similar.

I have formalized some of what Marie has said.

The Older American Community Service Employment Act, as proposed, will contribute to the welfare of a large number of aging citizens. Those in our aging population whose health and stamina still permit an active role in community affairs should be provided expanded opportunities to contribute to the general welfare of the community and to satisfy the personal longing of all human beings for a feeling of usefulness and self-esteem. We must not forget, however, that many in the over 55-age bracket are unable, for medical, social, or psychological reasons, to participate in programs of this kind. Hopefully, programs supported by this act will contribute to the well-being, of this segment of our population—the chronically ill, the physically impaired, the mentally deficient, the emotionally disturbed, and others.

Employment of elderly individuals in programs servicing this disadvantaged segment of our population should be encouraged, either by legislation or by administrative action.

My feelings on the subject are similar to Miss Davidson's. We feel that we should see more Federal funding directly funneled to our community agencies, our senior citizens clubs, and our council on aging.

We find that we lose some relevance in the programs, and some touch with the community—when we have funding going through the Department of Labor and the National Council and the regional programs and so on—and that sometimes what funnels down may not be quite as relevant as it might have been if we had had our opportunity to express ourselves directly.

Senator KENNEDY. You would rather have project grants than formula grants, since project grants go directly to the community rather than through State agencies?

Dr. GREER. Yes; and I think we could include both private and public agencies on a community level. Our council on aging, for instance, is not involved in our senior aides program, and this is a municipal agency appointed by the mayor which I think should feel eligible to apply for a grant if it has a pertinent program to present under this legislation.

Yet, people on the community level feel somewhat out of the competition often when they are faced with the funding mechanism in which it seems to them that they cannot compete on a national level with funding experts and "grantsmanship" of a major organization.

So I think this is some indication that we are interested in directing this right at the grassroots and trying to encourage people on the community level to present their ideas and encourage them that they will be listened to and funded if they have competitive ideas. I think this would be very useful.

Senator KENNEDY. You have been very active in the development of this elderly handicapped housing project which I understand will be operational in a few months.

Dr. GREER. Yes.

Senator KENNEDY. Could you tell us just a little bit about that?

Dr. GREER. I think a program of this kind would be of great utility in our pilot project on Robeson Street. We have the first attempt in the country to wed, as it were, a municipal hospital with a housing authority, and produce a specialized facility, an apartment house for housing disabled people, which will include all 69 supportive services one can engender from a hospital. It also includes the community services which we can mobilize to employ people.

Our hope is that we will be able to keep people in the community, living in their family constellations, in their own family groupings independently, instead of having to institutionalize people. Our problem now concerns those people who will require some sort of medical attention or social services.

Our feeling is we could make an impact on this if we bring the services into specially assigned apartment houses, and we put those apartment houses next to the professionals who we hope will provide services.

Now an act like this can help our average professionals who are overworked—which includes physical therapists, social workers, and occupational therapists, and so on.

All of these people are in short supply and in great demand. We can see ourselves under the present medical situation, providing older people with training in that kind of work in our kind of development.

As you may be aware, we will be completing shortly in Fall River an apartment house for persons with physical impairments. This development, the first attempt in this country to wed public housing with

a public medical facility and a group of community service agencies, will enable disabled, principally elderly individuals to live independently in their own apartments and with their families, whereas they would otherwise require institutionalization. The professional staff of the adjacent municipal hospital will provide most of the services these people need to maintain themselves in independence and dignity, but much volunteer activity will be required to supplement the efforts of the overworked professionals. S. 3604 should be specifically channeled to encourage this type of service, not only to residents of a pilot project like the one described but to other housing for the elderly projects. Federally supported housing has too long been fixed on bricks and mortar; local housing authorities should be encouraged to assume some responsibility for the human needs and at least elementary medical and/or social supervision of apartment residents. Senior volunteers, with minimal training and supervision, would be ideal for this role.

Too often, excellent legislation is misdirected by inkept administration. This has been true of much senior citizen legislation in the past. Frequently, excessive centralization, swollen national and regional advisory administrative staffs, and minimal consultation with community leaders seriously weaken the impact of legislation at the local level. I see that danger in th's legisaltion, as I read it. "No one knows the local problems like the lo al people" is more than a cliche, as one of your own subcommittee has already had the opportunity to learn since his arrival in Fall River.

It would be desirable if special consideration could be given to local groups, be they Housing Authorities, Welfare Departments, nursing associations, homemaker services, or any one of the numerous groups originating in, governed by, and servicing the residents of communities like ours. These organizations, public and voluntary, often have great personnel needs and are capable of incorporating senior aides into programs of real significance and maximum community impact. Where specialist assistance not available in the community is required, it is readily obtainable in the major cities and academic centers on a consultation basis; but major involvement of regional and national "experts" carries with it the danger of loss of local interest and relevance.

There is much local expertise and energy which can be mobilized with legislation of this kind. We who are working at the grassroots are grateful to you, Senator Kennedy, for your sponsorship of progressive legislation and the interest in community problems which is evidenced by your choice of our community for this hearing.

Senator KENNEDY. Thank you, very much. That was a very helpful comment. I want to thank you.

Dr. Mulvey.

STATEMENT OF DR. MARY C. MULVEY, PROJECT DIRECTOR, ADULT EDUCATION DEPARTMENT OF THE PROVIDENCE, R.I., PUBLIC SCHOOLS

Dr. MULVEY. Senator Kennedy, first I want to express my appreciation for the opportunity of appearing today to make a statement. I didn't intend to say this; but indicated that the largest proportion of money goes to administration of programs I would just like to say that, under the National Council of Senior Citizens, Senior Aides

project, not one director is paid for his work. All of the money goes directly to the senior citizens. [Applause.]

I have prepared a 19-page statement which I will try to summarize.

Senator KENNEDY. We will include it all in the record.

(The prepared statement of Dr. Mulvey follows:)

PREPARED STATEMENT OF DR. MARY C. MULVEY, DIRECTOR OF PROVIDENCE SENIOR AIDES AND BOARD MEMBER OF NATIONAL COUNCIL OF SENIOR CITIZENS, INC.

Mr. Chairman and Honorable Members of the Panel: I am Dr. Mary C. Mulvey, a resident of Providence, Rhode Island. I am grateful for this opportunity to speak in suport of S–3604—*Older American Community Service Employment Act of 1970.*

I am Director of the Providence Senior AIDES Project, and a member of the Board of Directors of the National Council of Senior Citizens, Inc., which administers the project with funds from the U.S. Department of Labor.

For the last 18 years I have been active in the field of aging. I have always been in public service. I was Chairman of the Governor's Commitee on Aging for the State of Rhode Island, and later Administrator of the State Division on Aging. I am a fellow of the Gerontological Society; Board Member and Co-founder with Aime J. Forand of the National Council of Senior Citizens, Inc.; founder and past president of the New England Gerontological Association; member of the Advisory Committee of the 1961 White House Conference on Aging; former Federal consultant to the Public Housing Administration (established 19 Housing Authorities in Rhode Island for construction of housing developments for the elderly); founder and honorary president of the Rhode Island State Council of Senior Citizens; consultant to colleges in Rhode Island and elsewhere, to national organizations, and to the Federal Administration on Aging under the late Congressman Fogarty's *Older Americans Act.*

I conduct a course in *Preparing for Retirement* at the University of Rhode Island; and I am Chairman of Section on Education for Aging AEA/USA.

I campaigned and debated throughout the United States in support of the late President Kennedy's Medicare legislation, and conducted leadership training courses in this effort. I campaigned for increased Social Security benefits. I was Chairman of Rhode Island Senior Citizens for Kennedy in 1960; for Johnson-Humphrey in 1964; and for Humphrey-Muskie in 1968.

I am the author of many articles and publications pertaining to Senior Citizens, Adult Education, and Career Patterns of Women.

I am written up in *Who's Who of American Women, Who's Who in American Education, International Directory of Gerontology,* and various other professional and scientific registers.

I have prepared a written statement which I respectfully request be filed with the Committee for the record, and that I be permitted to summarize briefly my statement for purposes of this Hearing.

I believe that prompt enactment of S–3604 will be a major step forward in strengthening our communities by helping older persons to help themselves. The bill is a challenge to millions of older and retired low-income persons whose reservior of skill and experience ermains untapped. The increasing numbers of persons who enjoy longevity have challenged with the issue of how to utilize older persons in service roles.

If the Federal Government must spend billions of dollars in anti-poverty programs, it also needs to mobilize financial support of a funded ongoing employment program for older persons through enactment of the *Older American Community Service Act of 1970.*

I believe that this Bill, S–3604, is a significant new means of attacking the problem. It is not a program to end poverty; but it is rooted in the belief that more can be done to bring together those individuals and agencies who need help and those who have the resources, talent and eagerness to provide help.

What we have to report is a harrowing indictment of failures in the past and a blueprint of what must be done tomorrow.

POVERTY OF THE AGED

First is the problem of poverty of the aged. Insufficient income is far and away the most desperate problem of older Americans, according to reports of the U.S. Senate Special Committe on Aging. While the Senate Committee and other reports deal with a wide range of problems that beset the elderly, the poverty of millions of older Americans is paramount.

Here are some grim statistics. The elderly poor are the only U.S. poor whose numbers are increasing. From 1965 to 1966, the poor under age 65 fell by a dramatic drop of 10 per cent. In the same period the number of poor 65 and over rose nearly 2 per cent. Projections show that the aged will continue to lag in income between now and 1980, whereas income of the rest of the population will continue to gain in coming years.

According to the poverty index used by the Office of Economic Opportunity, which actually is based on an extreme degree of poverty, there are more than 5 million Americans living below this poverty level, forming close to 30 per cent of the 65 plus people who are living outside institutions. If we use as a measure of adequacy the Bureau of Labor Statistics' budget for an elderly couple, described as "modest but adequate", and which approximates the "near poor" poverty index, we find that more than 40 per cent of the non-institutionalized aged fall below this modest level of living (U.S. Department of Labor, BLS, *Retired Couple's Budget for a Moderate Living Standard*, U.S. GPO, Washington, D.C. 20402, 1968). And for older persons in New England and other Northeastern cities, the problem is even more crucial, since the cost of living for retired couples in this area is the highest in the country as revealed by the latest BLS Survey mentioned above (see chart on following page).

One of the most interesting aspects of the BLS summary is the variation in retirement costs among different areas. Total costs of a budget can vary from as little as $296 a month in small Southern towns to as much as $405 in Honolulu, and close to $400 in large Northeastern cities such as Boston, Hartford and New York. Housing costs in small towns in the South are about half as much as in large northern cities.

ANNUAL COSTS OF THE RETIRED COUPLE'S BUDGET, URBAN UNITED STATES, 39 METROPOLITAN AND NONMETROPOLITAN AREAS—AUTUMN 1966—INDEXES OF COMPARATIVE LIVING COSTS BASED ON THE RETIRED COUPLE'S BUDGET

[Adapted from U.S. Department of Labor, Bureau of Labor Statistics Report, 1968, by Dr. Mary C. Mulvey]

Area	Costs	100 percent =U.S. urban average cost
Urban United States	$3,869	100
Metropolitan areas	4,006	104
Nonmetropolitan areas	3,460	89
Hononolulu, Hawaii	4,434	115
Hartford, Conn	4,352	112
New York-Northeastern New Jersey	4,323	112
Boston, Mass	4,298	111
Seattle-Everett, Wash	4,260	110
Buffalo, N.Y	4,204	109
San Francisco-Oakland, Calif	4,171	108
Portland, Maine	4,108	106
Milwaukee, Wis	4,083	106
Indianapolis, Ind	4,076	105
Washington, D.C.-Maryland-Virginia	4,044	105
Champaign-Urban Ill	4,023	104
Cleveland, Ohio	4,010	104
Philadelphia, Pa.-New Jersey	4,005	104
Los Angeles-Long Beach, Calif	3,991	103
Minneapolis-St- Paul, Minn	3,971	103
Chicago, Ill-Northwestern Indiana	3,970	103
Cedar Rapids, Iowa	3,939	102
St. Louis, Mo.-Illinois	3,939	102
Pittsburgh, Pa	3,917	101
Lancaster, Pa	3,916	101
Denver, Colo	3,907	101
Baltimore, Md	3,873	100
Kansas City, Mo.-Kansas	3,866	100
Detroit, Mich	3,849	99
Wichita, Kans	3,847	99
San Diego, Calif	3,840	99
Green Bay, Wis	3,814	99
Bakersfield, Calif	3,786	98
Dayton, Ohio	3,771	97
Cincinnati, Ohio-Kentucky-Indiana	3,760	97
Nashville, Tenn	3,721	96
Orlando, Fla	3,688	95
Dallas, Tex	3,639	94
Houston, Tex	3,628	94
Durham, N.C	3,608	93
Atlanta, Ga	3,581	93
Austin, Tex	3,534	91
Baton Rouge, La	3,486	90
Nonmetropolitan areas (places with population of 2,500 to 50,000)	3,687	95

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Annual United States urban food costs averaged $1,072, with the Hartford and New York metropolitan areas averaging about $1,200; and Durham, North Carolina, and Nashville, Tennessee, about $980. Food-at-home costs were roughly $100 higher in Northeastern cities than in the North Central and Western cities; and costs in the latter two regions ran about $45 above the costs in the Southern cities. Clothing and personal care reflect similar differentials in these respective areas.

How older persons fare in a comparison of those over-65 and under-65 is not the issue. How Rhode Island older persons fare in a comparison of those in other states is not the issue. Most states likely find their oldsters in as sorry a state as Rhode Island's. The simple fact is that the low income of older persons is the nation's—as well as Rhode Island's—number one problem.

Sentiment for total effort to provide employment opportunities for older persons is heavy across the nation—and well it might be.

PROBLEM OF EMPLOYMENT OPPORTUNITIES FOR OLDER PERSONS

Second is the problem of employment opportunities for older persons. For too long a time society has been unwilling to accept the responsibility of extending to older persons the opportunity for productive living through utilizing their skills in meaningful work roles.

Current manpower programs of the United States Department of Labor allocate 60 per cent of their funds to programs for the unemployed aged 21 and under. Those unemployed who are aged 55 and over make up a number almost equal to those 21 and under—but the big difference is that *only four per cent* of the manpower funds go into programs for *those over 55*.

The record of the Federal anti-poverty programs shows even more excessive bias. Though those over 55 represent one in every four Americans living in poverty, the Federal Office of Economic Opportunity has never allocated more than one budget dollar out of every 50 to programs for the elderly.

Surprisingly, the biggest single source of income to older people is earnings from employment. Even though only 1 in 5 older persons is in the labor market, and these 65-plus workers tend to concentrate in part-time and low-paid jobs, earnings account for nearly a third of all the income of all the older people.

A milestone of sorts in the annals of older Americans was reached and passed with the successful Senior AIDES Projects operating in 21 communities across the country under a Federal Program of the National Council of Senior Citizens, Inc., for the U.S. Department of Labor. These programs provide employment for persons, aged 55 and over, retired or unemployed, who are looking for the opportunity to work in meaningful roles and, at the same time, to supplement their income. They are employed 20 hours a week at wages averaging $2.00 an hour. To be eligible, they must be of limited income—$1,800 or less for an individual, or $2,400 for a family of two. A total of 1,148 Senior AIDES are on payrolls across the country; and a total of 134 community agencies are using their services in a wide variety of jobs.

The basic philosophy of the program, however, does not relate to dollars and cents alone, but rather to helping older persons make a positive contribution to the community, and become again a part of the mainstream of life.

Experience under the Senior AIDES Program has convinced most agencies of the real contribution the elderly make. This has, in many instances, stimulated employment of the elderly outside the program. The likelihood that this would happen was one of the considerations that prompted the National Council of Senior Citizens to propose the Senior AIDES program. The National Council sought to dispose of the myth that older persons lack the motivation or physical capacity to continue in the labor force.

The programs already demonstrated with Senior AIDES projects are filled with promise that these employment opportunities create an awareness of the needs of low-income older persons and provide a rationale for programs that may meet their economic and social needs, and nurture their capacities. These projects have demonstrated conclusively that there is a need for more far-reaching efforts—indeed a genuine national program as that proposed in S-3604 for the establishment of an older worker community service program.

CRITICAL SHORTAGE OF PERSONNEL IN SERVICE OCCUPATIONS

A third problem is the critical shortage of professional persons in the service occupations, including teachers, nurses, counselors, social workers, etc. There is a pressing need for a variety of services beyond those now available.

I think of the proposed program as providing needed supportive services performed by aides, but beyond that, as developing a corps of sub-professionals and para-professionals properly trained to supplement and facilitate the work of professionals.

We are all aware of, and delighted by, the success of the Senior AIDES Program. The older persons who have served in it have brought to the individuals and agencies served the needed manpower for providing services which would not be possible without them. Some agencies are fortunate enough to find volunteers for some of these jobs; but volunteer service does not provide the kind of responsible regular work that paid service does.

You have heard testimony today about what the Fall River-New Bedford Senior AIDES have achieved. These examples of success are duplicated across the country in the remaining 19 communities which have Senior AIDES Projects. I should like to describe briefly the other 3 projects operating in New England—Boston, Massachusetts; Bridgeport, Connecticut; and Providence, Rhode Island—and present them as actual project models to demonstrate what older low-income persons can accomplish.

Project Model of the Boston, Mass., Senior AIDES

Boston employs 62 Senior AIDES, the majority of whom work in "mini-city-halls" to provide counseling, advice, and other services to all senior citizens in the city. Under the sponsorship of the Boston Council on Aging of the Mayor's Office, 35 aides provide direct services to the elderly through various departments, including:

(1) Office of Public Service: 12 aides work as clerks in neighborhood centers of elderly citizens on Medicaid, Medicare, Social Security problems, Golden Age Groups, etc.

(2) City Hall Assessing Department: 4 aides process applications for abatements and exemptions which include widows, hardship cases and persons over 70 years of age.

(3) Parks and Recreation Department: 7 aides serve as recreation instructors to work in Golden Age Drop-in Centers to assist in organizing games and other related recreational activities for Golden Age members.

(4) Veterans' Services Department: 2 aides perform clerical services, billing of elderly in nursing homes, and general duties working in connection with Medix Plan.

(5) Health and Hospitals Department: 10 aides work in 3 different hospitals performing such roles as patient interviewer, information specialists, hostess mother's helper, decor specialist, transportation consultant, appointment clerk, seamstress, social worker assistant, house worker, hospital worker, helper on wards to feed patients, to help serve in the kitchen, etc.

Twenty-seven (27) Senior AIDES serve persons of all ages through other City Departments:

(6) Library Department: 10 aides do general library clerical work.

(7) School Department: 10 aides work as lunch hour monitors, and 5 as elementary school aides.

(8) Mayor's Office Senior AIDES Project: one clerk typist.

(9) Council on Aging: one clerk.

The impact on needy elderly being served is significant. One of the Boston Senior AIDES, working in an area with which she was not even familiar, organized a Golden Age Club of more than 100 people—and had a meeting place and other materials donated.

Senior AIDES themselves have been recipients of services to which they would not notherwise have had access. For example, the Boston Senior AIDES compiled an inclusive list of clubs, activities, professioinal and non-professional services around the area, to enable Senior AIDES to familiarize themselves with the resources of the Boston area which are at their disposal.

The Boston Senior AIDES Project Director is Joanne A. Prevost, Director of Personnel in the Mayor's Office. David P. McSweeney is the National Council of Senior Citizens—Senior AIDES Coordinator.

Project Model of the Bridgeport, Conn., Senior AIDES

Beginning in August, 1969, the Bridgeport Commission on Senior Citizens developed their Senior AIDES Project, and now employ 60 aides whom they have distributed among 14 non-profit and/or governmental host agencies for pro-

viding needed services to individuals of all ages. These are their assignments in respective agencies:

(1) American Cancer Society: 5 aides are engaged in typing, clerical help, telephone switchboard operation, filing and sorting literature.

(2) American Red Cross—Bridgeport Chapter: 3 aides assist in clerical and typing work, supply control, home visiting, nursing and first aid instruction.

(3) Bridgeport Hospital: 5 aides perform jobs which include clerk in personnel department, house-mother, guards, technical aides-inhalation therapy, and clerk-inhalation therapy.

(4) Bridgeport Public Library: 3 aides are used as library assistants and book helpers.

(5) Bridgeport Regional Center: 8 aides are used in general school and instructional work.

(6) Connecticut State Employment Service: One aide assists in screening and referring Senior AIDES.

(7) Fanny Crosby Memorial, Inc., Home for Elderly People: 2 aides assist in kitchen work, housekeeping, and house and yard maintenance.

(8) Hillside Home and Hospital: 4 aides serve as instructional and general school assistants.

(9) Mayor's commission on Senior Citizens Referral and Information Center: 2 aides perform general administrative and clerk-typist functions.

(10) North-End Girls Club: 6 aides are used as instructors in knitting, sewing, library science, and cooking.

(11) Parks Department (combined with the Recreation Division of the Park and Recreation Department): 14 aides are employed to supervise COOL, and ABCD project intended to produce and instruct drop-outs in useful endeavors; and as recreational aides, and Senior Citizen Center Aides.

(12) Rehabilitation Center of Eastern Fairfield County, Inc.: 4 aides perform duties as driver, clerk-bookkeeper assistant, nursing class assistant, occupational, recreational and physical therapy assistants, mail handling and files maintenance.

(13) Social Security Administration: 2 aides are used as advisors who discuss the personal, financial, and other problems with people before they retire.

(14) United Fund of Eastern Fairfield County: one aide serves as a substitute telephone operator and helps with general clerical duties.

The Senior AIDES Project Director is Mrs. Gertrude Kutno, who formerly held the position of Administrative Assistant to the Commission on Senior Citizens. Clarence Williams, President of the IUE Retired Workers Club of Bridgeport, Local 203, is the National Council of Senior Citizens—Senior AIDES Coordinator.

The Project Director reports, "The Senior AIDES program has attracted hundreds of elderly for purposes other than employment. It has brought about the institution by the city of a downtown Drop-In Center and the expansion of two others.

"As a result of the Senior AIDES Program, other facilities are being made available to the elderly, and private business and industry is opening its doors to the elderly, offering them part-time employment Nothing significant happened for the senior citizens of this community until this program was initiated.

"Business, industry, and welfare agcenies are grateful that this has happened to Bridgeport, and many have demonstrated their interest in cooperating . . .

"Local agency supervisors have expressed their enthusiasm for the program and their admiration of the Senior AIDES for their dedication to the tasks assigned to them.

"Reaction to the Project is amply demonstrated by the happy faces and praise from those whom the Senior AIDES have helped and will continue to help . . . Results thus far gained have far outweighed the expenditures incurred . . .

"As for benefits to the Senior AIDES themselves, the infusion of extra funds through employment has transformed them—their faces light up—Nothing else in their lives has given them the same lift."

Project Model of the Providence, R.I., Senior AIDES

In July, 1968, we launched the Providence Senior AIDES Program under the sponsorship of the Adult Education Department of the Providence Public Schools.

The Providence Senior AIDES Program is now a seasoned and well-developed project which employs over 60 low income older persons in various adult educational and related tasks in Providence. It is a success story—a story of employed individuals who make up the work corps, and the hundreds of others whom

they have helped directly or indirectly, all of whom have found involvement, accomplishment, mutual understanding and respect. The helpers and those helped have both gained from the experience.

We have sub-contracted with another host agency, the John E. Fogarty Center for the Retarded, for employment of 12 Senior AIDES in services to retardates. These include roles as teacher aides, cook, child care, arts and crafts instruction, clerical services and training and supervision of mentally retarded children and adults.

With the exception of the 12 Retardate aides, Providence Senior AIDES work under the sponsorship of the Adult Education Department of the Providence Public Schools, primarily in two programs—Adult Basic Education (ABE), and the Adult Referral and Information Service in Education (ARISE). We also place Senior AIDES, on long and short-term assignments, in other departments of the school system, including Guidance, Health, Special Education for the Handicapped and Exceptional Child, School Census, Central Records, Follow Through, School Book Depository, and School Lunch. We loan several Senior AIDES to the State Department of Education—some intermittently and others on an extended basis—in various divisions, including Instructional Services, Adult Education Division, State Educational TV–WSBE–Channel 36, and State Lunch. Others serve, at various times, the State Consumer Council, the University of Rhode Island, the United States Marines Reserves, and most recently, the Internal Revenue Service.

The Senior AIDES wear many hats, often shifting from one assignment to another and from one location to another. Their ease of adjustment to change and their capacity to learn has exceeded our expectations. Indeed, one of the most distinctive features of the program includes the Senior AIDES success in learning new skills, reactivating former skills, and application of these skills to productive performance in work roles.

The Senior AIDES are "doing their own thing". Some are "doing the thing" they did formerly: 1) in clerical and administrative tasks—bookkeeping, typing, record keeping, filing, payroll, time-keeping, receptionist, office machines; 2) in arts and crafts—printing, designing, calligraphy, flower-making, furniture refinishing and cabinet making, sewing, and teaching deaf children (by a retired deaf-mute).

Other Senior AIDES receive training and supervision by our Adult Education Staff in such work as data processing of our caseload in Project ARISE, codifying data on high school dropouts, Adult Basic Education students and dropouts, statistical analysis of data, school census data processing, transcription of student records, school lunch accounts, school nurse's aide work, school library assistance, information and referral service for ARISE clients, techniques of record-keeping, and counseling on filing Income Tax Forms.

On-the-job training and supervision were provided by the staff of our Adult Education Department and of the State Department of Education for several Senior AIDES in preparing for, and performing, their work in collating, processing, inspecting and distribution of books and other educational and instructional publications. The special talents of Senior AIDES have made significant improvements in our department's Adult Education *Directory* and other materials: a retired printer designs and prints the covers, and binds the books; a retired calligrapher provides designs; and a retired photographer (a skill acquired after a lifetime as a machinist) furnishes photographic illustrations. Among services to the State Department of Education, the AIDES have collated and helped to disseminate: instructional booklets for Channel 36—State Educational TV for distribution to all schools throughout the state; *Use and Abuse of Drugs* for State Instructional Services to be used in all school districts.

Our Adult Education Department headquarters have been physically enriched by the work of a retired construction foreman who is busily engaged in repairing and refinishing, for our office use, old furniture which had been discarded by the Providence School Department.

Other special assignments—some requiring in-service training and others not—include: delivering MEALS-ON-WHEELS to shut-ins for the University of Rhode Island; special services for Senior Citizens through counseling and referral; aide to lecturer in *Preparing for Retirement* at the University of Rhode Island; sorting and processing "Toys for Tots" for the Marine Reserves at Christmas time, and making clothes for same; survey work and home calls for the State Consumer Council on consumer needs, problems, and abuses; and compilation of statistics for Model Cities Planning and Operational Programs.

All Senior AIDES devoted one hour a day during the summer, 1968, to view-

ing Educational-TV, *Read Your Way Up* (11–11:30 a.m.), and *TV-High School* (11:30–12 noon). Some participated for refresher purposes, others to prepare for the High School Equivalency Test, and several others for help in recruiting high school dropouts for participation in TV-High School and/or for return to school.

Four enrolled in a training course in Data Processing in the Providence Central High Evening School. Originally these aides began their training on-the-job in our Adult Education Office in connection with Project ARISE, and had prepared permanent record cards for over 5,000 clients, and coded data for key-punching and computerizing. Through formal instruction and machine practice in the training course, they learned the end product of their ARISE coding, and hopefully would carry over this learning experience to on-the-job service.

Each Fall land Spring semester about 15 Senior AIDES complete a course in *Preparing for Retirement* at the University of Rhode Island, to lay the groundwork for various kinds of service to Senior Citizens, to discuss current problems, to learn about up-to-date programs, and to prepare to be liaison staff with the Rhode Island Council of Senior Citizens. Cost of the course is absorbed by the University.

Senior AIDES participated in the Workshop in Adult Education in Newport, Rhode Island, October, 1968, sponsored by our Adult Education Department. A luncheon at which Mr. William R. Hutton, Executive Director of the National Council of Senior Citizens, Inc., was guest speaker, was followed by a Discussion Session with Senior AIDES and Mr. Hutton.

Eight Senior AIDES received training by the Internal Revenue Service for Project VITA (Volunteers for Income Tax Assistance).

Special mention must be made of the extraordinary training opportunities for preparing Senior AIDES for their paraprofessional roles in Adult Basic Education (ABE) and in English as a Second Language (ESL). Ten completed a course (Summer, 1968) at Rhode Island College in *Techniques of Teaching Adults*, to prepare to be Teacher Aides and to assume other paraprofessional roles. They joined with certified teachers who were preparing to be teachers of Adult Basic Education. Scholarships were awarded by the Adult Basic Education State Supervisor to cover the cost of Senior AIDES training. Twenty Senior AIDES completed a workshop (Summer, 1969) for *Teacher Aides* in Adult Basic Education, under the same auspices and funding. Eight Senior AIDES, through funds from the United States Office of Education, completed a workshop in *Teaching English as a Second Language* (ESL) at the University of Wisconsin (Summer, 1969).

Ten Senior AIDES had pre-service and in-service training by our staff in *Techniques of Recruiting* adults with less than an 8th grade education for enrollment in *Adult Basic Education* (ABE) classes—and immigrants for enrollment in programs in *English as a Second Language* (ESL). These recruitment techniques were later applied to Senior AIDES' efforts to enroll persons who did not finish high school for participation to TV–High School, and/or to persuade High School dropouts to return to school or to various other kinds of High School Equivalency Programs. The basic training in field work was conducted by a trained social worker, and consisted of: (1) interviewing techniques, (2) group problem discussions, (3) recruitment procedures, and (4) actual field work training.

Close supervision and direction is exercised over Senior AIDES in their recruitment, public relations and promotion activities in ABE; and a structured program is followed. Assigned to respective census tracts, the AIDES make door-to-door calls, and person-to-person contacts, and distribute posters, flyers, and other materials; post exhibits and displays, canvas business and industry, churches, community agencies and ethnic groups; use mass media, involving press releases and radio and TV appearances and announcements, and follow up dropouts. Our retired printer, calligrapher and photographer produce promotional materials and arrange displays and exhibits. Results have been productive. In the Fiscal Year 1969, the cumulative total of adults enrolled in ABE classes was 1,007, compared to a total of 785 in the Fiscal Year 1968, an increase of 28.3 percent (See chart on following page).

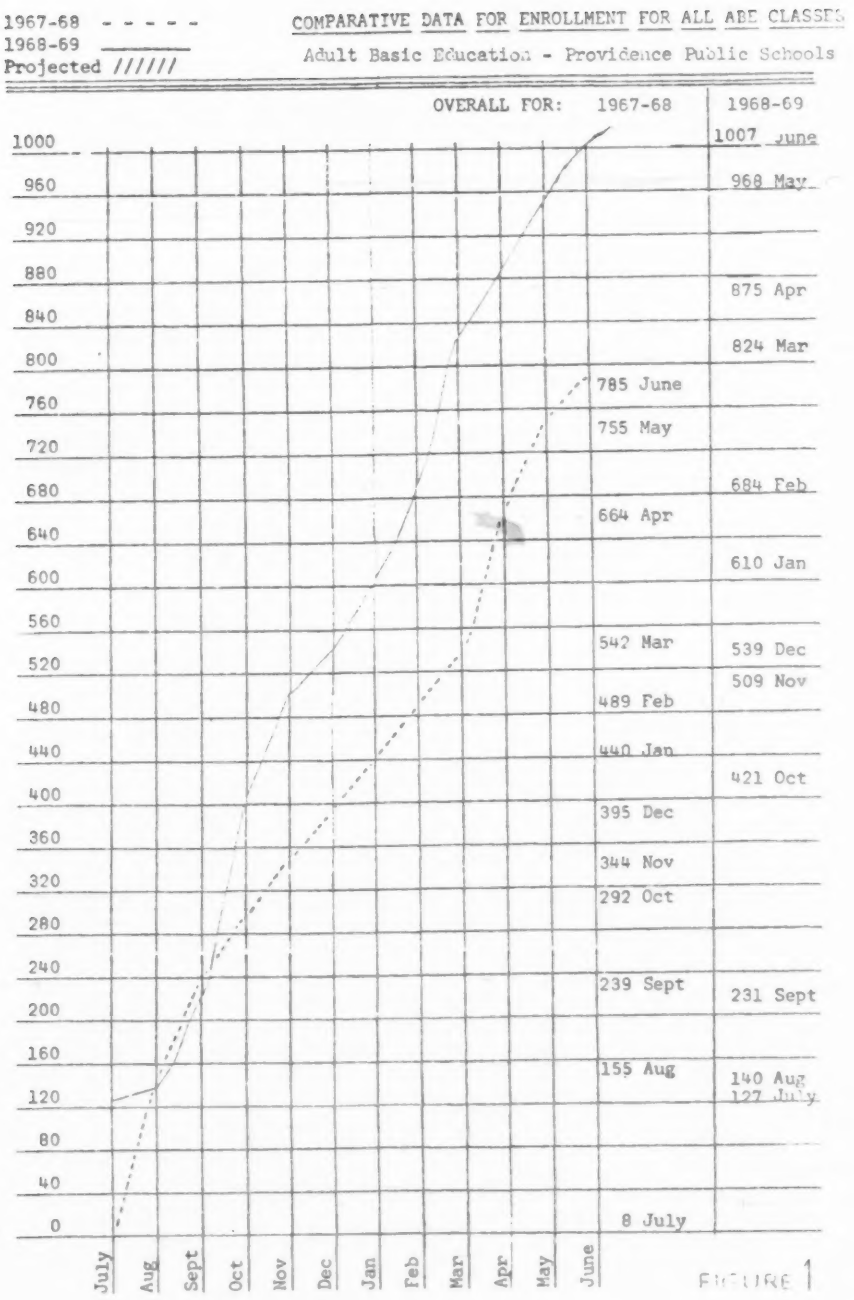

FIGURE 1

Compiled by Adult Education Dept.,Providence Public Schools: Dr.Mary C. Mulvey, Supervisor
June,1969

Using the same techniques of identification, contact, and motivation, the Senior AIDES conducted a crash recruitment effort in August 1968, to get high school dropouts to return to school. One Senior AIDE organized the drive and supervised the operation. Of the 955 dropouts in School Year 1967–68, Senior AIDES were able to contact 222 personally, and 186 through their families or others. They distributed a special brochure on educational opportunities, *Happiness Is A Diploma,* compiled by them under the supervision of the staff of Project ARISE. They left 408 of these special directories; and, when inappropriate to leave a directory, they left literature describing the ARISE program, with forms to be filled out and mailed in to our office. They left no

literature in 298 cases because of wrong address, house demolished, or a vacant lot. The AIDES also compiled statistics on adults in families of dropouts to attempt to enroll them in Adult Basic Education or High School Equivalency classes, whichever were appropriate.

A quick check-up during the first two weeks of the School Year 1968–69 revealed that 60 of the dropouts whom the Senior AIDES visited returned to the same schools from which they dropped out. We did not pursue the follow-up further to determine how many transferred to other schools, were attending other educational programs, entered the Armed Services, etc.

We find in the Senior AIDES Program little to fault and much to praise. There are some important aspects of the program that we have passed over lightly. Nothing has been said about Counselor AIDES for Project ARISE for the Providence Adult Education Department. This is an outreach program for providing information to: 1) youth, adults and the elderly about educational, cultural and related community services available; and 2) educational and other community agencies about lack of services that should be provided to meet individuals' needs.

Teacher AIDES in ABE classes work on a one-to-one basis or in small groups of undereducated adults and ethnic groups; other AIDES tutor adults to prepare for passing the High School Equivalency Test; and still others assist teachers in the elementary and secondary schools.

Our Senior AIDES are featured in two films produced by the University of Rhode Island Program in Gerontology—*Adventures in Learning*, and *Making Ends Meet*.

Our Senior AIDES Project has been written up in many feature stories in the *Providence Journal-Bulletin*, a morning and evening daily paper which has a statewide circulation. They have also received prominent recognition in other mass media.

Two of the Providence AIDES found romance. They met as Senior AIDES, married, and had to resign from the program because their combined incomes made them ineligible to continue.

Recently one Senior AIDE, a retired artist, presented to the Governor of Rhode Island black and white sketches based on *Providence Journal* pictures of him delivering his Inaugural Address.

An 85-year-old widow is a school receptionist in a building which houses four different departments.

Some Senior AIDES have gone into full-time employment as a result of their Senior AIDE work and experience.

A Senior AIDE deaf-mute works with hard of hearing children in the Providence School Department.

Impact upon host agencies is significant. For example, the Director of the John E. Fogarty Center for the Retarded, where 12 of our Senior AIDES are employed, testified at a recent Senior AIDES Hearing in Providence, Rhode Island (March 6, 1970), that his agency could not continue to function adequately without the Senior AIDES' assistance.

Worth noting also is that there is no generation gap. The Seniors work side by side with children, youth, adults, and the elderly, Neighborhood Youth Corps teenage girls, and school dropouts.

In the beginning, skeptics doubted that our program, designed for older persons at the poverty-level income, could be successful because of its educational nature. Our answer, was, "It could"; and results have even exceeded our expectations in terms of their multiple services to the community.

The Senior AIDES Program has been carefully monitored since its beginning. The National Council of Senior Citizens evaluates the program through monthly statistical summaries and narrative reports. In addition, field representatives visit the project frequently; and recently, on March 6, the NCSC conducted a Public hearing on the Senior AIDES Project in the City Hall Chambers of Providence City Hall.

All who gave testimony at our recent Public Hearing in Providence—Senior AIDES, community agencies, and prominent individuals, including our Rhode Island Congressional Delegation—made statements of strong support for provision of employment for more older persons in Providence and in the other 20 communities, extension to additional communities, and continuation indefinitely to provide economic stability and security to Senior AIDES, and uninterrupted services to all others involved in the program.

S–3604 MUST BE ENACTED INTO LAW

What I have reported on my Senior AIDES Project carries an inescapable challenge: what Senior AIDES have done in my community, in Boston, Bridgeport, Fall River, New Bedford, and the other 16 communities across the country, will hopefully arouse the conscience of our lawmakers to meet their responsibilities to the low-income elderly, on a continuing basis and in a dignified way. Now is the time when many small candles can indeed light the world.

It is instantly obvious that a broadly effective, permanent program will have to be legislated by the Congress of the United States because, under present stopgap programs, there is always a clear and present danger that funds will be terminated at any time. Cessation threatens not only the seniors themselves both economically and socially, but also the children, youth, adults, and elderly whom they serve.

What is needed is a broad outlay of funds to provide community service jobs for those, age 55 and over, who are willing and able to work. Senior AIDE programs have demonstrated the need for a massive community service program in all major towns and cities of America. here is an extensive backlog of applicants for the job slots which we have available.

While these programs fulfil their acknowledged purpose of supplementing incomes of low-income older persons and of providing services to community agencies, there is adanger in glibly accepting these interpretations and generalizations as they bear on these every day practical problems. So many influences on the personalities and attitudes have inevitably resulted from the involvement of Senior AIDES in activities "that count" that the program offers a practical *model for change* in our Senior Citizen world.

As the new dacade begins, and we assess the past and plan for the future, we are aware that future plans depend upon passage of legislation which will create an on-going employment program for low income older persons. We don't need further proof that these programs will work. What we need now is a genuine national program. We need the *Older Community Service Employment Act* of 1970. We urge prompt passage of S–3604.

Thank you for allowing me to present this statement.

Senator KENNEDY. You highlight what points in your statement you think would be useful.

Dr. MULVEY. First I would like to say that I believe this bill, S. 3604, is a significant new means of attacking the problem. It is not a program to end poverty, but it is rooted in the belief that more can be done to bring together those individuals and agencies who need help and those who have the resources, talent, and eagerness to provide help.

First is the problem of poverty of the aged. Insufficient income is far and away the most desperate problem of older Americans, according to reports of the U.S. Senate Special Committee on Aging. While the Senate committee and others reports deal with a wide range of problems that beset the elderly, the poverty of millions of older Americans is paramount.

About 40 percent of our older people are at, or below, the poverty level.

I would like to point out also that older persons in New England suffer more than older persons anywhere else in the country. Based cn the most recent survey of the Bureau of Labor Statistics, the cost of living for a retired couple runs way ahead of the cost of living in other parts.

Senator KENNEDY. Do you have those figures?

Dr. MULVEY. Yes, I do; and I have prepared a chart to document the figures.

The second problem is the problem of employment opportunities for older persons.

Senator KENNEDY. Excuse me.

How much higher is the cost of living index for the seniors in New England than for others? Do you have a percentage?

Dr. MULVEY. Yes; I have the data in my table to be included in the record. Budgets can vary from as little as $296 a month in small southern towns to close to $400 a month in the large northeastern cities.

Housing costs are about half as much in the southern towns as they are in the north and north-central cities.

With regard to food costs, the average food costs for a retired couple in the United States is $1,072; but in Boston, Hartford, New York, and the metropolitan areas in New England the costs are around $1,200. There is a great variation.

A second major problem is that of employment opportunities: only about 1 in 5 of our older people are working; and these are working at part-time jobs and in menial positions.

The current manpower program in the U.S. Department of Labor allocates 60 percent of funds to programs for the unemployed who are 21 years of age and under.

Those unemployed who are aged 55 and over make up almost a number equal to those who are 21 and under. The big difference is that only 4 percent of the manpower funds go into programs for those 55 and over.

The record of the Federal antiprograms shows even more excessive bias. Though those over 55 represent 1 in every 4 Americans living in poverty, the Federal Office of Economic Opportunity has never allocated more than one budget dollar out of every 50 to programs for the elderly.

A third major problem is the critical shortage of personnel in service occupations; and this program which you propose I can see as a way to develop a corps of subprofessionals and paraprofessionals to help in services which are needed. The professionals are in very short supply.

Now we do have actual models of how this can be done. You heard from the Fall River and New Bedford senior aides programs. We have three other programs in New England that are productive, the first one being Boston, which you have mentioned, and where they employ 62 senior aides who work in so-called "mini-city halls," providing direct counseling, advice, and other services to senior citizens in the city. Under the sponsorship of the Boston Council on Aging of the mayor's office, 35 aides provide direct services to the elderly through various departments.

I would like to say that Miss Joanne Prevost is here today. She is the director of the Boston project, and she tells me that she could use 5,000 senior aides in the Boston area if they were available.

Bridgeport area is another project where they employ 60 senior aides. They have subcontracted with 14 nonprofit and governmental organizations. Mrs. Kutno, who is the director there, reports that the senior aides program has attracted hundreds of elderly for various purposes in addition to employment.

Now I come to my own senior aides project in Providence where I employ over 60. They work largely, or mostly, in my adult education department, in the various divisions within the department.

I have subcontracted with another host agency, the John E. Fogarty Center for the Retarded, where they employ 12 senior aides.

The aides in my adult education department work largely with under-educated adults, those who need to learn, who need the eighth-grade diploma so they can get better jobs and upgrade themselves economically. They recruit, they motivate, they find out who they are, and they bring them into Adult Basic Education classes.

These aides also work as teacher aides. They follow them up if they drop out, and they have been very successful. In the school year 1968–69, the cumulative total of these under-educated, disadvantaged adults enrolled in my Adult Basic Education classes reached 1,007; whereas the year before the cumulative total was 968.

The year before, I was using professionals who were moonlighting. The senior aides don't have to moonlight. They can canvass industry and business, churches, and other places at any time. They can go house to house; and they can keep their appointments as needed.

Senior aides have worked with the State Department of Education. They have worked with the State educational TV station helping them to process instructional materials to distribute throughout the State for classes. They have helped to process, distribute, collate, et cetera, a textbook which is used throughout the State on the Use and Abuse of Drugs; and I hope that fairly soon we will be able to help in other ways to combat this problem.

My senior aides have been trained. I have been very fortunate in getting scholarships for them so they can do their work as teacher aides and other types of educational paraprofessional work. They have participated in workshops in Techniques of Teaching Under-educated Adults.

They have completed workshops in how to teach English as a second language to newly arrived immigrants, of whom we are getting thousands each and every year. They also carried out a crash recruitment program for high school drop-outs and were successful in getting 60 to return to school.

What I said about my project, and what we have heard about the others, have been presented as an example of what an expanded program, an on-going program could do, such as is outlined in your bill. I hope that these success programs across the country, not only the projects in New England but in the other projects across the country, in which the senior aides are performing will arouse the conscience of all of our lawmakers to meet their responsibilities to the low-income elderly and on a continuing basis, and in a dignified way such as is proposed in your bill.

Now is the time when many small candles can indeed light the world.

It is instantly obvious that a broadly effective, permanent program will have to be legislated by the Congress of the United States because, under present stop-gap programs, there is always a clear and present danger that funds will be terminated at any time.

Cessation threatens, not only the seniors themselves both economically and socially, but also the children, youth, adults, and elderly whom they serve.

What is needed is a broad outlay of funds to provide community service jobs for those, aged 55 and over, who are willing and able to

work. Senior aide programs have demonstrated the need for a massive community service program in all major towns and cities of America. There is an extensive backlog of applicants for the job slots which we have available.

While these programs fulfill their acknowledged purpose of supplementing incomes of low-income older person and of providing services to community agencies, there is a danger in glibly accepting these interpretations and generalizations as they bear on these every day practical problems. So many influences on the personalities and attitudes have inevitably resulted from the involvement of senior aides in activities "that count," that the program offers a practical model for change in our senior citizens world.

As the new decade begins, and we assess the past and plan for the future, we are aware that future plans depend upon passage of legislation which will create an on-going employment program for low-income older persons. We don't need further proof that their programs will work. What we need now is a genuine national program. We need the Older American Community Service Employment Act of 1970. We urge prompt passage of S. 3604.

Thank you for allowing me to present this statement. [Applause.]

Senator KENNEDY. An excellent statement, Dr. Mulvey.

I now call on Mr. Ken Miller, the Assistant Manpower Director of the Champlain Valley Office of Economic Opportunity, Burlington, Vt.

STATEMENT OF KENNETH L. MILLER, ASSISTANT MANPOWER DIRECTOR, CHAMPLAIN VALLEY OFFICE OF ECONOMIC OPPORTUNITY, BURLINGTON, VT.

Mr. MILLER. The bill before me is a commendable one, and well worthy of support for many reasons. I speak to the bill from the perspective of experience in one of the NCOA's pilot projects, the senior community service program of Burlington, Vt. S. 3604 would make it possible to turn the corner, and move from demonstration (which has already proven highly successful) to a position of national commitment, in dealing with the multiple economic, psychological, and sociological problems of our Nation's senior citizens.

The term "meaningful employment" is one which should not be bypassed lightly, for it is a multifaceted term. The demonstration programs have proven that providing work opportunities for our senior citizens has been meaningful in many ways. Meaningful, first to the communities in which the elderly have been employed. The utilization of creative elderly manpower has indeed provided much-needed services where shortages of these services were prevalent.

More important is the meaning that employment has brought to the lives of the elderly themselves. It is a clinically proven fact that many geriatric problems are either traceable to, or related to the feelings of uselessness, inadequacy, isolation, despair, and frustration experienced by those forced to return, and who find themselves sitting idly, and wondering how they are going to make it through their "golden years." Certainly meaningful employment would, and has, provided creative outlets for otherwise idle minds and hands. When feelings of worth, self-esteem, and sufficiency supplant those negative

attitudes described earlier, geriatric problems and complaints diminish, along with the excessive drain on medical facilities and services. In short, S. 3604 provides a plan and program through which many of our Nation's elderly will be enabled to make great contributions to the general good of our Nation, and received in return, not merely increased financial subsistence, but, in fact, an entirely new and positive outlook on life at a critical time when, for many, life appears to be over and devoid of meaning.

I would favor a broader interpretation of what constitutes "community service." This would allow local projects more flexibility and latitude in placing elderly workers. Some of the most disadvantaged may not be able to function as effectively in slots demanding more rigorous education and sophisticated retraining. Too rigid an interpretation of "community service" cuts down substantially the number of job slots available within those narrow confines.

There are many strengths to S. 3604, and time prohibits comment on all of them. I would like, however, to allude to three points which, if passed, will strengthen and improve existing demonstration projects, and facilitate the inception of new programs.

Section 2(A) of S. 3604 states:

"will provide employment only for eligible individuals, *except for necessary technical, administrative*, and supervisory personnel * * *."

Our local project has fared quite well in the area of technical assistance. The NCOA has not only been the administrating agency for the senior community service programs, but have functioned very adequately in an advisory capacity as well. They have provided ongoing and extremely valuable technical assistance to the local projects. Without their high quality technical assistance, successful and efficient programs at the local level may have been only an impossible dream.

We have also been fortunate locally in the area of supervision. While we have no supervisory personnel on the staff of our agency, we have had the good fortune of receiving excellent supervision on a day-to-day basis from the user agencies themselves. This too has contributed greatly to the overall success of the program.

However, we have experienced one area of noticeable weakness, namely, local administration. The primary reason for weakness at this point lies in the fact that no funds had been allocated for the hiring of administrative personnel. We have had to rely on part-time, volunteer, or elderly persons to administer the program.

Senior service persons are so "turned on" to the values of personal contact on a 1-to-1 basis, that the necessary administrative paperwork and recordkeeping seem a burdensome chore. In shore, their hearts just aren't in the paperwork.

This portion of S. 3604 may, if passed, change all of that. Section 2(A) implies that funds can be justifiably used to hire administrative personnel to insure the necessary accountability and smooth operation of programs such as this. This we heartily endorse.

Section 2(H):

"Will include such short term training as may be necessary to make effective use of the skills and talents of those individuals who are participating * * * ."

One strength of this bill is the recognition of the need for training. However, it is our feeling that the bill doesn't go far enough in its provisions for training experience. Valid as that may be, it is simply not comprehensive enough, and may not be the most economical way, in the end, of getting the "good mileage" out of our older workers which they are capable of giving. Daily supervision is a great asset, but it too is inadequate. We would like to see provisions made for ongoing training opportunities for the participants. Periodic refresher training sessions, dealing with new issues and strategies as needs arise, would do much to keep the quality of the extended services the participants render at a high level.

The inclusion of additional provisions for ongoing training would strengthen S. 3604 to an even greater degree.

Section 2(K) assures money for transportation costs a participant may incur in employment in any project. Transportation in the rural areas especially is a staggering problem. S. 3604 reveals cognizance of that problem, and by allocating funds for that purpose, it enables local programs to at least grapple with the problem, if not find complete solutions.

The role played by the National Council on Aging as administrators of some of the elderly employment demonstration programs is a key one. The NCOA has enabled and assisted local programs to get to the heart of some of the poverty problems they face. For example, 60 percent of all the participants involved in programs administered by NCOA were realizing an income of less than $1,500 per year. Only 2 percent of the participants had income over $2,500 yearly when they were picked up by one of the elderly employment programs. In 1960, the Bureau of Labor Statistics revealed that an elderly couple needed a minimum of $3,000 per annum in large, urban areas, and $2,500 per year in smaller communities in order to achieve an "adequate" but "modest" living. That was 10 years ago. In light of today's devalued dollar due to our increasing inflated economy, it is easy to see that the great majority of elderly persons employed in the pilot programs were greatly disadvantaged. The supplemental income realized by the participants was necessary for their survival, and in turn, they greatly expanded services rendered to countless numbers of other disadvantaged elderly.

In administering these pilot programs, the NCOA has initiated services to disadvantaged elderly who may never have otherwise received assistance, or been made aware of rights and benefits which are their due.

Through the support brought by the NCOA in the form of supplements and services, and through their invaluable technical assistance, the NCOA has brought enrichment of life, not only to the many aides participating in the programs, but to countless numbers of deprived elderly persons being served by those aides.

Eighty-one various agencies across our land have been able to expand thei rservices through the use of older workers in these pilot projects. Recently a survey was taken among the elderly participants. It was the maximum social security forms survey, and essentially it presented these older persons with alternatives: cease working and realize maximum social security benefits, or, continue on the job,

surrendering maximum social security benefits. Only three participants, nationwide, decided to give up their jobs.

Let me share with you now just a few facts about the senior community service project in Burlington, Vt. Forty-six older workers are currently participating in that local project, 19 males and 27 females. They work as aides in one of four categories: Employment service aides, University of Vermont extension service aides, child-care aides, or as community development aides for the Champlain Valley Office of Economic Opportunity.

The average age of the participants in our project is 70 years. When they were picked up by this program, the average income of these senior citizens was $1,697, approximately $800 below the figure the Bureau of Labor Statistics projected 10 years ago as the minimum necessary to achieve an "adequate but modest" living.

The quality of the work done by these aides for the community as a whole, and for the isolated, disadvantaged elderly, cannot be praised highly enough. Knowing that their work is significant and that their contribution is vital.

One woman writes:

> I can never thank this senior program enough, for it seems to have given me a new lease on life. I feel in some small way, by seeing and talking to people and helping them with their problems, even though I may not be able to solve all of them, makes me feel a better person for having tried. To me, helping to get a job for a person over 55 is the best program ever.

Here is a kind of summary statement which reflects the feelings and attitudes of the vast majority of participants in the program.

Recently a raging fire devastated the main street of the small Vermont town of Swanton, destroying the main business sector and leaving 15 families (most of them low income) homeless. As dawn broke over the smoldering ruins, there were our aides, organizing, consoling, and helping. Even before the American Red Cross was fully operational, our aides had arranged for food, clothing, temporary shelter, and medical assistance for many of the victims.

One could relate innumerable stories of the outstanding work done by some of our aides, and our program, a small one, is only 20 months old. Many of our disadvantaged elderly live in isolated rural areas. Their plight would never have been discovered had it not been for the intensive combing of the "backroads of the boondocks" by these older workers.

Though the Vermont Electric Co. had one of their poles firmly implanted for many years in the front yard of one elderly woman, they had continually refused to run a line into her home. Through the relentless pressure of one of our aides, the elderly woman, for the first time in her life, now enjoys the benefits of electricity in her home, a commodity which most of us take for granted.

Numerous accounts are on file concerning elderly individuals who for years were not receiving adequate welfare benefits, social security payments, and veterans compensations due them. In a number of these cases, elderly workers were instrumental in bringing such problems to light and applying pressure to correct such deficiencies.

Health hazards and substandard living conditions have been identified by the senior aides, and brought to the attention of the appropriate health and welfare authorities for action.

The list of achievements is long, and to dwell on it would be redundant. Let it suffice to say that a refreshing wind of vitality is blowing through the hills and depressions of the Green Mountains, as the old people are doing a new thing, looking fresh and strong as they head down the homestretch of life.

Another example of the rigorous and valuable services which older employees can render is seen in the Maine senior community service program.

Working out of CAP agencies covering nine of the "hunger counties" (so designated by the Citizens' Board of Inquiry into Hunger and Malnutrition in the United States), 30 SCS food assistance workers are performing revolutionary and vital services.

Though ample surplus food has been available to this large, disadvantaged area through the U.S. Department of Agriculture, no method of packaging, delivering, or certifying recipients had been devised. SCS food assistance workers were certified by the U.S. Department of Agriculture, and have since been engaged in registering surplus recipients, ordering and maintaining a food inventory; devising methodologies for packaging, storing, and distributing the commodities; demonstrating the use of surplus foods to the recipients; recruiting volunteer assistance for the project; and doing the followup on this broad-based program.

In one area, a surplus foods program is now functioning for the first time with 900 eligible recipients already registered.

In still another section of the State, one enrollee alone registered over 600 recipients, 390 of whom have actually received food to date.

The competent and expeditious service experienced in the Maine "hunger counties" would have been impossible without the service of the senior community service food assistance aides. When utilization of these aides began, 2,800 people had been receiving surplus foods. Now, after only 3 months, that figure has jumped to 36,000, all eligible recipients.

It is plain to see that the battle against hunger and poverty can be fought with an army of "old soldiers," not yet ready to fade away.

One final note. That participation in the elderly employment programs can be a source of new hope, and can regenerate creative life styles for our "golden agers," is plain to see in the example set by one of the men in the Burlington, Vt. program. He is getting married next week—at age 79—living proof of tremendous courage, and hope for a full life in his remaining years. [Applause.]

Senator KENNEDY. Let me just say how much I appreciate the testimony that we had from the witnesses. We attend many hearings in the House and Senate, but I think the comments and statements by those senior aides and their representatives and those involved in these programs were extremely well presented, extremely illuminating. I know the members of this committee in the Senate will evaluate closely their personal experiences and their personal comments. It provides us with a strong and compelling record, and I want to thank each and every one of them, as I want to thank each and all of you.

This has been a full morning and an extensive one which you have been interested in. You in the audience have been courteous and attentive. As I mentioned at the outset, it's a clear indication of the

willingness and the desire of you and the thousands of the people you represent to participate in a more meaningful way in the life of your community. The challenge which is presented to us in the Congress and Senate is to provide you with the opportunity and the wherewithal to make this experience meaningful, not only from a financial point of view but also from the point of view of an opportunity to work with local communities and the States.

So I want to thank all of you for coming and express my personal appreciation to you. I hope you will remind those who have not got that form that they will have an opportunity to pick it up, fill it out and leave it in the back of the room.

There will be a table outside on which they can be deposited and for those who take the time to drop it in the mail to us, we would appreciate it very much, because we know that there are many people, hundreds of people out there this morning, that could have made extremely helpful contributions about their own experience.

I think listening to you this morning has given us some ideas of the kinds of things we are interested in. I am sure you have other suggestions which will be deeply valued.

At this point in the record we will print a letter from Kenneth M. Curtis, Governor of the State of Maine, and a report by Mr. Henry N. Caradis, Jr., director of Maine Senior Service Corps.

(The information referred to follows:)

49-803 O—70——5

State of Maine
Executive Department
Division of Economic Opportunity
Augusta, Maine 04330

KENNETH M. CURTIS
GOVERNOR

HERBERT S. SPERRY
DIRECTOR

5 May 1970

SPEC. COMMITTEE ON AGING
RECEIVED
MAY 26 1970
UNITED STATES SENATE

Honorable Senator Edmund Kennedy
Special Sub-Committee on Aging
Senate Labor and Public Welfare Committee
Room G 233, New Senate Building
Washington, D.C. 20515

Dear Senator Kennedy:

Enclosed you will find a report to the Senate Special Sub-Committee on Aging of the Senate Committee on Labor and Public Welfare on S. 3604 - The Older American Committee Service Employment Act.

People of Maine want to thank you for submitting such a bill. I am pleased that our Senator, Muskie, is a co-sponsor of your bill with many other outstanding gentlemen in the Senate.

If I can be of any further assistance in supporting this bill, please contact me.

Sincerely yours,

Henry N. Paradis, Jr.
Manpower Coordinator

HNP:pq

Enclosure:

REPORT BY MR. HENRY N. PARADIS, JR., DIRECTOR OF MAINE SENIOR SERVICE CORPS AND THE STATE MANPOWER COORDINATOR ON SENATE DOCUMENT - THE OLDER AMERICAN COMMUNITY ACT TO THE SPECIAL SUB-COMMITTEE ON AGING OF THE SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE.

GENTLEMEN:

Senior Citizens in Maine, numbering approximately 118,000 will certainly be elated to hear that the Senate of the United States is recognizing some of their needs and more important now is willing to establish a Community Service Program which will go a long ways in meeting those needs. The Senior Citizens living in Maine and in the nation of today were the ones who by their hard work and perserverance lifted us out of the financial depression of the 30's protected and defended us through the Second World War and the Korean War. One may ask how did they do it. I tell you now that they did it with their ability, their know-how and their faith in this country. I submit to you Gentlemen, that they still have this ability, know-how and faith, but that these virtues are inactive in a great number of Senior Citizens because industry and government, society as a whole told them through such means as forced retirement that they were no longer of value, but a burden to that society which they had developed and supported!

In Maine, we have some experience in working with Senior Citizens to aid them in meeting their needs of life. The Office of Economic Opportunity as part of the Office of the Governor of the State of Maine has operated since the Fall of 1968, with the National Council on Aging which has the original contract with the United States Department of Labor.

Originally this program provided salaries and mileage for forty (40) Senior Citizen Enrollees (later increased to 76). All other administrative costs are assumed by the agencies to which the enrollees are assigned. This project is coordinated and administered on a State wide level by the State Economic Opportunity Office, a Division of the State Executive Department, Office of the Governor.

As Senior Service Corps Director, I devote a block of my time to this project with the able assistance of a Senior Service Corps enrollee, Mrs. Margaret Hugle. Mrs. Hugle has been enrolled in this project since its inception and serves as Director of Operations under my authority, with the Community Action Agencies and the State Cooperative Extension Service. Mrs. Hugle entered this program as an enrollee and even though she had some previous administrative background she did not have any social service background of any extent. Her initial duties were to assist the Director by providing information and assistance to the workers in the field and by keeping minor records for this project. After a year and a half, she now prepares all reports, all time and attendance sheets from which we pay our enrollees, and does all of the administrative work required by the National Council on Aging and the Labor Department. I have mentioned Mrs. Hugle and her accomplishments to show that Senior Citizens such as she have the ability, know-how, energy, and experience to perform meaningful duties for the benefit of themselves and society as a whole. There certainly does not exist a "generation gap" in Mrs. Hugle.

It is definitely a fact that enrollees do not displace employed workers or impair existing contracts as all enrollees are generally employed in jobs that are/or have been created to meet the long known needs of the elderly. Funds to meet these needs have never been provided on a large scale by either the Federal or State Governments.

S 3604 II K certainly meets the needs of the people in Maine. This State which is the largest in New England, has definite transportation problems for enrollees in any program due to long distances that they must travel from town to town and client to client if they are going to provide services needed by Senior Citizens. We also have some economic depressed areas which certainly could use such a program as our experience shows that in depressed areas, the elderly, which are considered burdens by some people are in fact the ones who may, by their hard work and due to such legislation as this, change the basic attitudes

of all citizens in their area, once they have participated and been successful. Maine, which ranks fourth in the nation as to the number of Senior Citizens (retirees) approximately 118,000 strong, certainly appreciate and whole heartedly agree that equitable distribution of assistance as stated in S 3604 will help us reach a greater number of Citizens.

Maine is not a riot torn state and Senior Citizens do not riot and yet their needs must be met if we as a nation are going to move ahead in the 70's. For too long, the loud, squeaking, crashing wheel has received the greater part of the grease (funds and programs). It is now time to give attention and support to the other wheels of our national cart to prevent further wear and decay on our national well being.

Senator KENNEDY. The subcommittee stands in adjournment.

(Whereupon, at 12 noon, the hearing was adjourned subject to the call of the Chair.)

OLDER AMERICAN COMMUNITY SERVICE EMPLOYMENT ACT

MONDAY, JUNE 15, 1970

U.S. SENATE,
SPECIAL SUBCOMMITTEE ON AGING
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 2:24 p.m., pursuant to call, in room 4232, New Senate Office Building, Senator Edward M. Kennedy (chairman of the subcommittee) presiding.

Present: Senator Kennedy.

Committee staff members present: James A. Guest, counsel; and Roy H. Millenson, minority staff director.

Senator KENNEDY. The subcommittee will come to order.

Today the Special Subcommittee on Aging continues hearings on S. 3604, the Older American Community Service Employment Act. In April, the subcommittee went to Fall River, Mass., to hear testimony at the grassroots level from project directors of senior aides programs in New England, from agencies served by senior citizens, and from the elderly themselves. Older persons told us of the deep personal satisfaction and confidence which they gained from community work.

One 72-year-old man, who found new meaning in retirement after obtaining work at a local marine museum, told the subcommittee:

> I knew when I got up in the morn'ng it was going to be a repetition of the day before. It was not very pleasant to know it was the same thing all over again.
> But since being down to the museum that has all changed. I know when I get up in the morning I have some place to go.

Another senior, who was able to move from a substandard to a decent home because of her earnings as a teacher aide, said:

> I can now hold my head up and face the world with a smile because due to having this job it enabled me to move into four bright, airy rooms.
> God helping me, I will never apply for any aid of any kind. As long as He allows, I will work.

Yet in our work-oriented society today, such older persons are the exception, rather than the rule. Far too many seniors are relegated to empty, frustrated lives.

Nearly 7 million persons 55 and older fall below the poverty line.

While the absolute number of older persons living in poverty has declined since 1959, their percentage of the total poor population has actually increased from 23.8 percent in 1959 to about 26.5 percent in 1968.

Over 2 million senior citizens are on welfare.

Only about one out of five persons 65 and older has a job, usually at low wages.

Several studies have revealed that the critical period in employment for adult men occurs during their late forties and early fifties. For persons reaching age 55, several discernable trends become evident:

Joblessness begins to rise.

The duration of unemployment increases sharply.

Labor-force participation declines.

Poverty increases.

Moreover, our present recession is hurting all Americans badly, and no Americans more severely than older citizens on fixed incomes. For men 55 and older, the unemployment rate has jumped by nearly 50 percent since January. During the past 12 months, their numbers have grown by approximately 94 percent.

Legislation is urgently needed now to provide a comprehensive program of employment services for older Americans. In May I introduced—with Senator Harrison Williams and Senator Randolph—the Middle-Aged and Older Workers Full Employment Act. It would establish a mid-career development service program in the Department of Labor to provide training, counseling, and other supportive services directed at the needs of older persons. In addition, it would authorize recruitment and placement services in communities where large numbers are unemployed because of a plant closedown or mass layoff. While this legislation would help many persons back into the labor force, other alternatives should also be kept open for individuals who are unemployed or retired. One option is an opportunity for service in their communities—as provided in the bill before us today, S. 3604, which I introduced last March.

Most older persons—and especially senior citizens—prefer to have a wide range of choices, depending upon their needs, desires, and capabilities:

To work part time or full time.

To work for pay or as a volunteer.

A growing need already exists for development of a national service program in which older Americans can help themselves by helping others. Many communities need their skill and experience because there is so much which needs to be done—in hospitals, schools, libraries, and in numerous other areas. Moreover, service programs can be geared for the special needs of elderly participants, especially those who find that retirement shuts them off from purposeful activity. For many older Americans, service in their communities can also mean continual self-development and a most rewarding experience in helping their local citizenry.

Several outstanding pilot projects—such as green thumb, green light, senior aides, senior community service, late start, and senior community service aides—have already amply demonstrated the value of service programs for older persons and their communities. We are fortunate in beginning our testimony today with a panel of representatives from these pilot programs, both directors and actual participants.

Now is the time to move from this highly successful demonstration area to the establishment of a national service program to continue and broaden the excellent work of these pioneering projects.

Now is the time to move forward through proven approaches on the needs and potential of senior citizens.

Now is the time to carry out our commitment to a decent life for every older American.

We must not fail—we cannot afford to fail—in this worthy cause.

Our five representatives from national organizations for seniors this morning are: Miss Rose A. Nathenson, planning and development director for senior aides program, National Council of Senior Citizens; Mrs. Peggy Savage, administrative assistant for senior aides program, National Council of Senior Citizens; Dr. Blue Carstenson, director of rural manpower, senior member and green thumb programs of the National Farmers Union; Mrs. Dorothy Bauer, director of senior community service project, National Council on the Aging; and Mr. David Jeffreys, director, National Affairs, National Retired Teachers Association, American Association of Retired Persons.

If you would like to each make a brief comment, I know you have some observations to make. We can either include your text in the record in its entirety, or perhaps you would like to summarize and make whatever statement you would at this time.

STATEMENT OF MISS ROSE A. NATHENSON, PLANNING AND DEVELOPMENT DIRECTOR FOR SENIOR AIDES PROGRAM, NATIONAL COUNCIL OF SENIOR CITIZENS; ACCOMPANIED BY MRS. PEGGY SAVAGE, ADMINISTRATIVE ASSISTANT FOR SENIOR AIDES PROGRAM, NATIONAL COUNCIL OF SENIOR CITIZENS

Miss NATHENSON. I am Rose Nathenson. I am a retired Federal employee who is working on a part-time basis for the National Council of Senior Citizens.

On behalf of Nelson Cruikshank, our president, Mr. William R. Hutton, the executive director, and the membership of the council, I bring you our appreciation for this opportunity to testify on behalf of our demonstration community-service project, popularly known as senior aides, and on Senate bill No. 3604.

I have with me Mrs. Evelyn Savage, administrative assistant for the senior aides project.

We would like to tell you briefly about our program, which has already been described to you in a report on our first 18 months of operation. We are not bringing any senior aides to testify at this meeting, because some of our aides have already testified before Senator Kennedy in Fall River, Senator Muskie in Washington, D.C., and tomorrow several will testify before Senator Williams.

Because of this, it was our thought that it might be more useful to discuss the overall project at this time.

Briefly, I am a native of Wisconsin. My home for many years has been and is Chicago, Ill. Following my graduation from the University of Wisconsin in 1926, I worked in the Wisconsin Conference of Social Work, a community-service organization in Wisconsin. This was followed progressively by employment with the Social Security Board when the Social Security Act was first enacted, the War Manpower Commission in the Chicago region during World War II. And after the war, I continued working with the U.S. Department of Labor, first

in the U.S. Employment Service, and then in the Neighborhood Youth Corps.

Knowledge and expertise in services needed by and provided to youth, the handicapped, minority-group peoples and older persons began during my years in school and was developed during my work with these agencies I have indicated. When, a year after I had retired, Charles Odell—whom I believe most, if not all, of you know—and William Hutton urged me to assist in providing leadership in this demonstration project, it seemed to be one way in which I could give to others the benefit of experience gained in administration and program activities in some 29 years of Government experience.

So, since July of 1968, I have served as director of planning and development for the senior AIDES project. This project is being operated, under contract, on behalf of the U.S. Department of Labor. Mr. Hutton is the project director.

Several months ago we completed a report covering 18 months of operation. A copy of this report was sent to each Member of the Congress. Another copy is being made available to the members of this committee today. In it is presented in considerable detail the historical background of the project—how it was planned, initiated, and put into operation under subcontract in first 10 communities, with 40 job slots in each, and then, as additional funds became available, the demonstration was extended and expanded to its present total of 19 projects in 20 communities, with 60 job slots allocated to each project. There is also a description of each project and the results achieved in relation to its impact on the communities and agencies using the AIDES, on the persons to whom the AIDES provided services, and on the AIDES themselves.

We call this program senior AIDES, an acronym developed from the first letters of the words describing the kind of service these elderly employees provide—alert, intelligent, dedicated, energetic, service.

Briefly, through this community senior service project, public and private nonprofit community agencies provide a wide variety of needed services in the following 20 communities throughout the country; namely; Allegheny County, Pa.; Boston, Mass.; Bridgeport, Conn.; Buffalo and Erie County, N.Y.; Chicago, Ill.; Dade County, Fla.; Dayton, Ohio; Denver, Colo.; Detroit, Mich.; Fall River, Mass.; Marion County, W. Va.; Milwaukee, Wis.; Minneapolis, Minn.; New Bedford, Mass.; Newark, N.J.; Oakland, Calif.; Providence, R.I.; St. Louis, Mo.; San Diego, Calif., and Washington, D.C.

Needed services are provided not only to the elderly needy but also to children, teenagers, and physically and mentally handicapped of all ages. In many instances, these are additional services that otherwise could not and would not be provided at all. And in other cases they could not be provided at their present levels, were the senior AIDES not available to supplement professional and technical staffs.

The participating community agencies set up a wide range of jobs and hire elderly needy who meet the poverty-income guidelines established by OEO and the Department of Labor for participation in anti-poverty projects. The jobs are meaningful and needed to give the extent of services which local community agencies are unable to provide effectively and efficiently for a variety of legitimate reasons, one of which is budgetary. These jobs are not competitive in the regular

labor market. They are never filled with individuals who could have been placed in jobs at the time in that labor market.

Individuals hired for senior AIDES jobs are elderly poor, 55 years of age and over, who are unemployed or retired and unemployed, who need additional funds to supplement meager incomes, and who are physically and mentally able to work in "sheltered" situations, and who want to work. Agencies which provides jobs, counseling and supervision to these individuals range from local governmental groups, social service bureaus, YWCA's, central labor unions, to schools for the retarded, public libraries, hospitals of various kinds, art institutes, child-care centers, and so on.

Jobs include the provision of nontechnical assistance to regular technical and professional staff for such activities as meals-on-wheels, model cities planning, friendly visitors, homemaker services, laboratory work, various health services, seeking out elderly shut-ins and helping them secure services available from already existing community resources, bringing to the attention of community agencies persons needing service, clerical and research assistance—and on and on.

Senior AIDES are recruited through every conceivable community resource, but chiefly through local clubs affiliated with the National Council of Senior Citizens and the local offices of the State employment service. These local offices also screen and refer applicants to the local sponsor for consideration for hiring.

The national council, as well as the local sponsors, commend the local offices of the State employment services for the outstanding job they have done—each and everyone of them—in this screening. They have worked closely with the sponsors to understand the jobs to be filled and to screen applicants for referral intelligently and effectively.

Senior aides range from individuals with no formal education to some with Ph. D.'s. They have demonstrated, among other things, the extent to which assistance of nonprofessionally and nontechnically trained personnel can support the services of numerically limited professional and technical staff to increase effective community services.

Local projects are funded through budgets which the National Council of Senior Citizens negotiates with the sponsor; 90 percent of these budgets consist of Federal funds which are used entirely—and I repeat—entirely to pay wages and fringe benefits to the elderly employed as senior aides. A minimum of 10 percent of each budget is contributed by the local sponsor in the form of administrative costs—salaries of supervisory and administrative staff, supplies, equipment, spaces, et cetera. While only 10 percent is budgeted for this purpose in fact, the local contribution for administrative costs is actually considerably more than the 10 percent allocated in the budget.

The local sponsor hires the administrative staff, directs and manages the project at the local level; it provides supervision and counseling to the senior aides, necessary recordkeeping, payroll services, and other management services. The National Council of Senior Citizens, with the assistance of a National Advisory Council, provides direction, supervision, and technical assistance to the local sponsor through a staff of five professional-technical persons and a small clerical staff, supported by services from the regular staff of the council.

The senior aides project initially received about $1.5 million in Federal funds for this original program in 10 communities, with 40 job slots allocated to each. This was in February of 1968.

In December of 1968, when a little more money became available, we were able to negotiate with the Department of Labor for an extension and expansion of our program, so that with approximately $2.5 million, we were able to put the project into 14 communities, with a total of 60 aides.

Later, in June of 1969, we got $3,211,000 in total to put the slots into 19 communities, with 60 aides in each. So in each level it has been a very small, very modest increase that we have gone along with, because we want to in particular be sure that the kind of the job that the local communities were doing, that we were doing in this program, would demonstrate what could be done in a small way, if it were extended to a much larger segment of the population.

We have just received a total of $3,400,000 from Federal funds, which will permit us to carry on the demonstration for another year at the same level as we have been doing.

This funding will carry us through to April 14 of 1971.

We had hoped that funds would be available to permit not only the extension of the outgoing program but its expansion at a modest level. We supplied to the Department of Labor a basis for funding in terms of four alternatives, which would have taken us from where we are at the present time to a project that would have provided for an increase to some 100 communities with 100 job slots in each.

However, despite the fact that we understand some $15 million was available for new careers and for mainstream operations, the Department found that it could not give us this increase. So we stand right where we were.

We understand that at the present time some $10 million of this $15 million has been made available to the Department for mainstream operations. However, we have not yet been informed that any of this money will be put into the program.

We had hoped that funds would be available to permit not only the extension of the ongoing program, but its expansion at a modest level to about a total of at least 40 projects—21 more than we have been operating—with a total of 100 aides in each, which would have meant an increase of 40 aides in each of the ongoing projects and which would then have provided an opportunity to furnish employment to some 4,000 elderly poor. We were already geared with a trained national office staff to carry on this project with a minimum additional cost of operation.

In our request for an extension of the contract for 1 year beginning April 15, 1970, and terminating on April 14, 1971, we noted that:

(1) The senior aides program began operations 2 years ago with 10 demonstration projects employing 40 aides in each city. Four additional projects, each employing 40 aides, were added in the fall of 1968. In March 1969 the program was further extended to a total of 19 projects, and the number of aides employed in each project was increased from 40 to 60.

(2) There is abundant evidence that further expansion of the project is needed. Typically, in each senior aides project, there are at least

seven eligible applicants for every senior aide job available. Moreover, we have received requests from many other communities to be included in the senior aides program.

(3) Reports from the current demonstration projects—including letters from Mayors, sponsors, host agencies, and U.S. Senators and Congressmen interested in their constituent communities and States—have expressed deep concern for extension and expansion of this successful program.

We urged that within the limitation of available Government funds, the Department of Labor help us to satisfy some portion of the many requests received, not merely for continuance of the program at its present level, but also for additional aides and for new demonstration areas, and to that end produced five different budgets, all with complete details, reflecting different levels of refunding.

We emphasized that at its current operating level, the National Council of Senior Citizens senior aides program is operated by us for the Department of Labor at an administrative cost of only 14.2 percent.

Moreover, in each of the five levels of refunding we proposed, v noted that the administrative costs are further reduced—from overa 3-year administrative costs of 12.5 percent in (1) current-level refunding for 19 projects with 60 aides to 8.1 percent in (2) for extension to 100 aides in each of 40 demonstration communities.

However, as I have indicated earlier in this presentation the Department of Labor felt it could not provide for any extension or expansion.

We have received requests from some 100 communities for an opportunity to participate in this project. The public employment service, which we have insisted our sponsors use to recruit and refer applicants to the project directors, has been doing a tremendously effective job.

Thus far, the project is meeting the goals set in our proposal. Elderly people are being given the opportunity to increase their incomes, to be employed for wages in meaningful and useful jobs, to acquire a greater degree of dignity and a sense of usefulness. It has enabled some to leave welfare roles. Communities and agencies are finding it possible to seek out the needy elderly, many of whom are housebound, to ascertain the services needed, and more effectively render services already available or to initiate new services that are needed.

People of all ages, and particularly the elderly, are learning they are not forgotten, are given a variety of types of assistance which they need and information about where such assistance may be secured. Some senior aides, after a short time during which they have gained self-confidence and renewed skills turned rusty through long periods of no use, have left the project to take employment in the local competitive labor market, while others we have learned can, want to, and will perform effectively and efficiently in job settings in which they are not confronted with competitive employment situations when such jobs can be found for them. Some few will not be able to make it and will need to be provided with income from public-fund sources.

Reaction to the project is graphically described in the following excerpt from an unsolicited letter received by Mrs. Bea Kersten, director of the senior aides project in Minneapolis, Minn.

(The information referred to follows:)

MINNEAPOLIS, MINN., *May 4, 1970.*

MRS. BEA KERSTEN,
Director, Senior Aides Project,
400 South 8th Street,
Minneapolis, Minnesota

DEAR BEA: I would like to express my delight regarding the Senior Aides Project from the point of a young person.

I have had the chance to see this program in two different lights, from the point of your office, and from the point of an Agency who has Senior Aides on their staff. I am all for it, and am so glad that deserving Senior Citizens have the chance to prove that just because they reach a certain age, or have no 'skills' to offer the competitive employment field, that they DO have something, and often lots, to offer.

It makes me feel glad to know that ALL of the money designated for this project makes it to the people who really need it. I have seen faces, personalities, and lives change so drastically because they were given the chance to prove that they hadn't reached the end of their usefulness. The happiness that having a specific task, a reason for living, someone to give and receive affection from, the knowledge that they are needed and wanted, makes their life worthwhile. Just the fact that they don't have to spend long lonely days at home alone makes the whole project a 'mental health' saver for some. For others who really have a hard time making ends meet, that paycheck is the difference between living and just existing.

I sing the praises of this Project to anyone who happens to ask what it is all about. It was a great disappointment to hear that the funds were not to be increased, but I was thankful that they were not drastically cut.

Bea, let me offer my own personal thanks for the great job you are doing. I am sure that you don't realize how many people feel deeply about this, but don't often express it. Individuals like you are far and few between, who do a job because they are concerned, and the concern reaches to each individual who is touched through the program.

Sincerely,

NANCY REPP.

Miss NATHENSON. This is illustrative of the kind of reactions being received.

The full effect of this program is evidence, among other things, by the number of requests from agencies which our office has received and is receiving for participation in the project and by the fact that with minimal publicity we now have, project-by-project, waiting lists averaging seven and more applicants for each slot.

A more detailed description of the project, as I noted earlier, is available in our 18-month report.

We are heartily in favor of S. 3604. It can lead to a more full and better life for all older Americans. It can provide an opportunity to put services, such as the senior aides project is providing, into thousands of communities in every part of the land. It will hasten the day when all older Americans can fully share in the blessings of this country. Only then can our goal of significant improvement in the day-to-day life of every older American become a reality.

Thank you for your attention and the opportunity to describe our program.

Senator KENNEDY. In our legislation we talk about permitting eligibility to be at 55 years of age rather than 60.

What is your reaction to the lower age requirement?

Miss NATHENSON. We support it.

Senator KENNEDY. People will ask why do you think we should lower it to 55 rather than 60?

Miss NATHENSON. We have carried on our program at the 55-year level, and we firmly believe that it should be at this level. Those of us who have had some experience in these programs in the past have found that people when they reach the age of 55, if they lose their jobs, have a very difficult time getting additional jobs.

I think that the studies that were made—they were made by the Employment Service—will bear this out over and over and over again.

We think very definitely the program should start at least at the age of 55 and perhaps even at an even little earlier age than that.

Senator KENNEDY. You have outlined in your testimony the funding that you received from the Department of Labor. Could you tell us what part of that fund is actually used for overhead and what actually gets used in terms of paying individuals or senior aides? Could you give us any kind of percentages?

Miss NATHENSON. Are you referring to percentages of the amount of money going into the various categories?

Senator KENNEDY. Not so much the age categories as to how much actually go for the seniors' services, how much is used in the administration?

Miss NATHENSON. At this point only 14 percent of the total amount is used for administration. Every bit of the remainder goes into the payment of the wages and the fringe benefits for the senior aides.

Senator KENNEDY. As I understand, that is one of the best cost ratios of any of the programs that have passed the Congress and Senate. I don't know many others that have as low an overhead as that program.

Miss NATHENSON. You are correct on this, Senator Kennedy. This is the lowest ratio. Most other programs carry a much higher ratio. In our presentations to labor, we had indicated that if we could have extended our program to the maximum that we would have liked to at this point, we could have conducted the program with an administrative ratio of about 9 percent. We have an ongoing and trained staff. Actually, if the program is conducted in the manner in which we do, the administrative costs are small.

Senator KENNEDY. Let me ask you a little bit about absenteeism.

Do you have much on absenteeism of these senior aides?

Miss NATHENSON. We do not have specific detail on that. What I can give you is what we get in the reports from our project directors. They have told us over and over again that the degree of absenteeism is practically negligible. They have some people whom they have not been able to hold in the project because these people were not physically or mentally able to do the jobs. To correct this, we are proposing that they do a better job of getting physical examinations so that they can hold the people they hire.

But the project directors have told us—and we can provide you with copies of communications from project directors—these people not only have a limited amount of absenteeism but also that in many instances they are much more reliable, much more responsible, much more dedicated to the jobs they are doing than some of the regular staff of the agencies.

Senator KENNEDY. That has certainly been my impression from the various programs that exist up in Massachusetts. But I think this is very powerful testimony which you have given here.

How much training is necessary for the seniors prior to the time they perform their duties?

Miss NATHENSON. This I was going to talk to in relation to the bill. We were going to suggest that it might be worth your while to take a look at differentiating the type of training given the person between 55 and 65 and the person who is over the 62 to 65 age level.

The person 55 years of age is looking for a longer term job. He or she expects to work for at least a 10-year period, and that person probably would be looking for a full time job. He might need substantial training. Either refresher or for development of new skills. I think the people in the manpower training and development program in the Department of Labor could give you a better figure on that than I could.

For those 65 and over, Senator Kennedy—and better than half of our aides are of that age bracket—you need practically no formal training because of the kinds of jobs that these people are engaged in are the kinds of jobs which they can do with current on-the-job training. Then they are able to move ahead from there. They need and should get close supervision. These people are basically nontechnical, nonprofessionally trained people who give support—that is the important thing—to the professional people, the technically trained people on the staff.

Consequently, you don't need much training at all. In our particular program, we ask our sponsors to hold one meeting a month with all of the senior aides. These are usually 4-hour meetings, because most of the aides don't work over 4 hours a day. During these sessions, the aides are given general training in human relations, the various services that are available in the community and the sort of things that they need in order to be able to fulfill their responsibilities as aides.

Might I refer to another type of training, one being planned in Minneapolis? We have just completed a training session for our project directors. The Minneapolis people were telling us that they are planning to try to work out with the University of Minnesota a 1-, 2-, or 3-week training program which would help to enrich the aides with cultural background which would be directed at making their own lives a little easier as well as to help them do better work in their relationships with other people.

One of the things that is really needed in all of this is some training in human relations. The most successful programs, in our opinion, have been the person-to-person programs. There you need to have some formalized training in terms of how to deal with other people.

May I make one statement apropos of your bill?

We are heartily, completely, and entirely in accord with it. We think that one of the finest things that could happen to the older people of this country would be to have a program of this type enacted.

We would like to suggest that the work that we are doing would very definitely tie in to your bill.

One of our major efforts this coming year will be to develop a white paper which would outline the philosophy, methods of procedure, and methods of administration from the senior aides project that might be used and could be adapted to a national program.

There are two or three areas in the bill, Senator, where we would like to suggest some strengthening. One particularly has to do with

the fact that there is no provision in the bill which would require that the project sponsor provide for building social security and medicare benefits.

There are areas where this is not possible now because workers are not covered under the Social Security Act. In other instances, a year or two of covered employment would permit indivduals to earn social security entitlement. This is an area which we think is extremely important.

If you would like, rather than to go into detail here, we will provide you with some suggestions of things that might be considered.

Senator KENNEDY. Thank you very much.

(The information subsequently supplied follows:)

49-803 O—70——6

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CONGRESSMAN AIME J. FORAND
(Retired.)
JOHN W. EDELMAN
MRS. BESSIE GOTTLIEB

PRESIDENT
NELSON H. CRUIKSHANK
Washington, D. C.

FIRST VICE PRESIDENT
MATTHEW DEMORE
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SECOND VICE PRESIDENT
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Comptroller

SPEC. COMMITTEE ON AGI
RECEIVED
JUL 16 1970
UNITED STATES SENATE

July 14, 1970

Honorable Edward M. Kennedy, Chairman
Special Subcommittee on Aging
Committee on Labor and Public Welfare
United Stated Senate
Washington, D. C. 20510

Dear Senator Kennedy:

We were pleased to have Miss Rose A. Nathenson, Director of Planning and Development, Senior AIDES Project, testify on S-3604 before the Special Subcommittee on Aging, Senate Committee on Labor and Public Welfare on June 15, 1970.

In response to your June 5 invitation, we are submitting the enclosed detailed statement to supplement Miss Nathenson's testimony.

If there is any further information we can supply, please let us know.

Sincerely yours,

Nelson H. Cruikshank,
President

DETAILED STATEMENT

from

NATIONAL COUNCIL OF SENIOR CITIZENS

July 14, 1970

I. Accomplishments Under the Senior AIDES Project

Miss Nathenson did not have time to describe the accomplishments of the Senior AIDES Project in her presentation. These are described in detail in our 18-month Report, copies of which were left with you. They are summarized briefly in Attachments No. 1 and No. 2.

II. Funding of the Senior AIDES Project

A total of 1, 150 Senior Aides are employed in 19 local projects conducted in 20 communities. These are listed in our 18-month Report and in Miss Nathenson's testimony. The kinds of jobs they do are listed in the 18-month Report, together with a specific description of each local project.

The Aides are employed 20 hours a week, at prevailing Wage rates, with an average wage of $2.17 per hour. These wages, together with fringe benefits, are provided by the Federal funding; all local administrative costs are paid by the local Project Sponsor, as his in-kind contribution to the Project.

III. Administrative Costs of the Senior AIDES Project

As Miss Nathenson indicated in her testimony, at our currently operating level, we are carrying on the Senior AIDES Project at an Administrative cost of only 14.2%

Attachment No. 3 provides a detailed description of budgets we had produced for 5 different levels of refunding, namely:

(Statement)

Budget	#1	-	19 Projects	-	60 AIDES each
"	#2	-	24 "	-	60 AIDES each
"	#3	-	19 "	-	100 AIDES each
"	#4	-	24 "	-	100 AIDES each
"	#5	-	40 "	-	100 AIDES each

Attachment No. 4 is a brief summary of these refunding levels. You will note that our projection shows a progressive reduction in the percentage of administrative cost as the size of the national project increased.

Our projection, at our current operating level, is that our 3 year average will be reduced from 14.2% to 12.5%. Had we been funded for 40 projects with 100 AIDES in each, we would have been able to operate the Senior AIDES Project, for the low 3 year average, of 8.1% in administrative cost.

IV. Estimate of Number of Older Americans Who Could be Enlisted in Service Activities Under a National Program as Envisioned in S-3604

Pending more specific information that should be available when the new census figures are available, we suggest that the number might well run from 3,000,000 to 5,000,000, 55 years of age and over, and within the current income guidelines set by OEO.

DETAILED STATEMENT from
NATIONAL COUNCIL OF SENIOR CITIZENS
ATTACHMENT 1

ACCOMPLISHMENTS

They thought their lives in the work-a-day world were over. They were resigned to their fixed incomes in abject poverty. Some were depressed, and ready to end it all. Others were in dire need of medical attention not offered under Medicare, or too young for elegibility. Many -- in their eyes -- lost self-respect and dignity by going on welfare. They thought they were too old.

Today, they stand a little straighter, their clothes are a little better ironed, their backbones are a little bit straighter, they have the jingle of coins in their pockets, and their eyes are filled with pride and the joy of doing for others.

The Senior AIDES Program is two-pronged in its effect. Senior Aides, who themselves were deprived psychologically and financially have grown markedly in self-esteem while they have given help to others in poverty -- both young and old.

Project Directors in each of the communities have commented on the emotional satisfaction felt by those employed in the program. They are now "in the mainstream of life" -- this being financially, meaningful employment and friends with like interests. Employment has renewed people both mentally and physically, while making a real contribution to community betterment.

Absenteeism is not a factor in the operation of the program. Despite bad winter weather conditions in most of the Senior AIDES Projects, reports showed no significant increase of absenteeism among Aides due to sickness or inability to come to work.

In Minneapolis where 32 inches of snow fell on a city already crippled by a bus strike, 57 of the 60 Aides remained active and on the payroll. Denver, which experienced only a slight increase in terminations due to illness (57 down from 60 of previous month), reported however that 4 seniors were placed on jobs outside of the Senior AIDES Program during the month. Detroit reported that there were "no new operating problems; and that the "reassignment of Senior Aides because of inclement weather has gone quite smoothly."

Age is no factor when it comes to the diligence, dedication and industriousness of Senior Aides. One Senior Aide woman from Dayton, Ohio, summed it up with, "At 75 years it makes me feel good to know that I can still serve and be helpful to humanity. It makes me feel "almost young again."

"It is my prayer and wish that all cities adopt this program so that the sunset of our lives will be more beautiful."

At first hesitant to accept Senior Aides because of their age, the host agencies that have employed them are now clamoring for more Aides. The supervisor of a hospital operated by a religious order in Fall River, Mass., wrote that the 79-year-old Aide assigned to the hospital "has been a good morale booster, as no one can claim to be too old to be working when you see her hustling about."

In Minneapolis, Minn., a 74-year-old widow reestablished the library at the Veterans Home in her community.

In Boston, Mass., an 82-year-old Cuban refugee and former ranch owner is improving community relations in two languages --

Spanish and English. Today this bi-lingual Aide works at the outpatient Department of Boston City Hospital. During the course of each week he serves as an interpreter for hundreds of Spanish-speaking residents who go to the hospital as patients or visitors.

The Senior AIDES Program has, on its payroll, members of minority groups from coast to coast. The Aides themselves come largely from inner cities, and have a close affinity for the people being served by the host agencies.

In Minneapolis, Minn., a 56-year-old Negro-Indian Community Services Aide is interpreting the housing needs of minorities in Pilot City areas. He also helps clients apply for low-cost housing. Adequate housing is one of the most crucial needs in the area, particularly for the Indian minority.

Senior Aides are going back to school, and taking giant steps in the field of education, both in helping themselves and others.

In Providence, R.I., where the Project Director is supervisor of the Adult Education Department of the School System, 20 Senior Aides completed a course in "Techniques of Teaching Adults" at Rhode Island College. The course h[illegible]pe them to prepare to take on the duties of teacher aides. The State Department of Education provided full scholarships at no cost to either the Senior Aides or the program.

In Dade County, Florida, bi-lingual Aides give lessons in English to the Spanish-speaking seniors and Spanish to the English-speaking seniors. There are now about 700 Spanish-speaking elderly who are members of senior centers in Dade County. Also, in the

outreach centers situated in the County's ghetto areas, basic education is taught to the elderly poor, many of whom have never been able to write their own names.

Not only are Senior Aides helping the elderly, but they give time and service to young people. Hundreds of Senior Aides work in day care centers. Aides assigned to the Home Services Bureau in Detroit, Mich., made clothing that was distributed to some 60 disadvantaged children during the month of April, 1969.

In Marion County, W. Va., an unused "Old Fairgrounds" recreational area located in the town's most poor section was reconverted by 14 Senior Aides in 1969. Three ball fields, tennis courts, park benches, picnic tables, roads and cleaned-up ground with all types of recreational equipment are now available to young and older members of the community.

The nutritional needs of the nation's elderly also have been recognized by the Senior AIDES Program, and Aides are being utilized in stop-gap programs to stem malnutrition among the elderly.

In Fall River, Mass., the public authorities have sponsored a senior citizen luncheon program in three school cafeterias with Senior Aides assigned to work in the cafeterias. During the first four weeks of the program, 1,067 lunches were provided at a nominal cost to elderly residents.

In Jamestown, N.Y. part of the Buffalo and Erie County Senior AIDES Project, Senior Aides are employed in a meals-on-wheels program for shut-ins. And in Providence, R.I., when school was over for teacher Aides, they were assigned to a meals-on-wheels

program as summer replacements to deliver noon-day meals to shut-ins.

In Dade County, Florida, Aides were employed to provide low-cost meals for the low income elderly and to deliver surplus government food to hundreds of Miami Beach elderly who cannot afford to travel from Miami Beach to Miami and carry the heavy, monthly food supplies.

The Project Director in Bridgeport, Conn., reports that the Senior AIDES Program has brought about the institution by the city of a downtown Drop-In Center and the expansion of two others. As a result of the Senior AIDES Program, other facilities are being made available to the elderly and private business and industry is opening its doors to the elderly, offering them part-time employment. Nothing like this was available to the senior citizens until this program was initiated.

In Milwaukee, Wisconsin, Senior Aides made contact with 2,200 elderly persons during the month of September, 1969. The Aides provide companionship, shipping services and home health care for people in need. One referral to an agency resulted, for example, in a stove and refrigerator being supplied to a needy couple without charge.

In Buffalo, during one month, the Information and Referral Aides made 1,579 contacts and interviews. Of that total, 270 referrals to agencies received nursing home care, hospital care, homemaker-home health care, food stamps, Medicaid, services for the blind and financial assistance of outright grants as a direct result of Senior Aides' work in Buffalo.

During that same month in 1969, 25 previously unknown blind cases were identified by Senior Aides and referred to the New York State Commission for the Blind and Visually Handicapped.

Senior Aides work with their local police departments in helping solve the community's problems -- both for the elderly and young people. In St. Louis, Missouri, Lt. Robert C. Truetken, Administrative Assistant to the St. Louis Chief of Police, told a meeting of the Senior AIDES National Advisory Council that a Senior Aide helped cut the crime rate in an area where there was a "gap in communications". The Aide had broken the gap in communications. Since then, that area is less of a crime problem.

In Newark, N.J., ten Human Health Senior Aides gave assistance to 250 needy families in the form of food, clothing, furniture and hospital equipment, in wheelchairs, hospital beds, etc. They also have been instrumental in aiding families with housing and welfare problems.

Senior Aides in Minneapolis, Minn., are receiving training to upgrade their services. This year several Aides were given additional training opportunities, in homemaker skills and office and clerical skills. Health education is being provided the Senior Aide staff through cooperation with the Minneapolis Public Health Department. Training programs have been finalized for the Senior Aides staff for:

1 - 14 hours, First Aid Training (Red Cross cooperation)

2 - Special babysitting for mentally retarded children training (Red Cross cooperation)

3 - Special Arts and Crafts Training

In addition, four Minneapolis Senior Aides completed one or more courses, on their own time, to learn about the Health and Welfare resources in the community.

In Milwaukee, Wisconsin, Senior Aides made contact with 10,954 elderly people during the first five months of 1970 -- including a number of repeat visits as follow-ups on provision of services or referrals for services. During the same time, some 2,128 seniors requested services for the first time either through outreach, phone calls or walk-ins. The services cover a wide range from help with Social Security or Medicare problems to assistance in finding housing or a job: from emergency transportation to arrangements to provide mobile meals; from information about recreation activities to food stamps; from a telephone reassurance service to friendly visitors; from provision of furniture or a donated TV to help in getting Old Age Assistance; from filling out Homestead Tax Relief forms to help in writing a letter.

The important aspect is that the basic goals -- to pull some elderly out of hard-core poverty and to provide meaningful community service -- is being accomplished by the National Council of Senior Citizens Senior AIDES Demonstration Program.

The philosophy of involving the needy in solving their own problems is seen operating in effective, quiet dignity as Senior Aides extend the Government's concern for the hidden needs of the nation's poor.

In the words of one Aide, "Before I started this job, I was desperate because of my low income. Along with my Social Security check, I was getting a small check from State Welfare. As soon as I got the Senior AIDES job, I was able to get off State Welfare. This did so much for me. It gave me back my self-respect."

ATTACHMENT 2

COMMENTS ON THE SENIOR AIDES PROGRAM

I shared the Senior Centers of Dade County, Florida Board's great joy when we found we were going to be able to implement this Program, and was there when the seniors were screened, and shared their joy when they were accepted. Then we saw just how well our seniors adapted themselves to their various jobs -- such as driving the food trucks, serving in the food programs, waiting on the tables, working as very capable receptionists and bookkeepers, recreation and program aides, and even involved in our reaching out bi-lingual program for our Spanish-speaking elderly. I have noted that this program has not only been of great assistance to our Senior Centers, but it has made our seniors feel very worthwhile psychologically, and, equally important, it has furnished them with extra funds as well."

Mrs. Henry L. Balaban
Treasurer of the Senior Centers
of Dade County
Board of Directors
Miami, Florida

"As Director of Research and Planning for the Presbytery of Chicago since 1962, I have had the occasion to do a number of surveys and studies in the Chicago Metropolitan Area. A recurring concern is the need to use more effectively the resources of a vast number of senior citizens in our area. Such persons have energy, creativity and maturity that is desperately needed in our society today. The response to this concern tended too often to be nothing but words. In my experience, the Senior Aides Program is the most creative program yet devised to use the talents of senior citizens in both a useful and satisfying way."

The Rev. Lorne H. Walsh
Presbytery of Chicago
Chicago, Illinois

"It is our belief that more recognition should and must be given to the needs of our elderly low-income citizens. Such needs, we believe, encompass not only increased financial aid, but the need to be recognized individually as participants in the everyday life of the community. Should funds become available to develop a Senior AIDES Project in this state, we would propose within the Project the utilization of both the low-income Senior Aides and the unpaid Senior Volunteer."

Mrs. Maxine E. Daly
Commissioner
Employment Security Dept.
Olympia, Washington

COMMENTS ON THE SENIOR AIDES PROGRAM

"One of the saddest things in life is to find oneself, in Chaucer's phrase, 'allone, withouten any compaignye.' Milwaukee's senior citizens, ekeing out an existence on an inadequate Social Security or pension, feel deeply the lack of someone able and willing to help with their personal problems. The Senior AIDES Program has met this need dramatically. Its Senior Aides call on older people where they live, ready to help with anything from filling out a government form to arranging rainy-day transportation to the county hospital. I know from personal experience the humanitarian value of the services rendered."

The Hon. Henry S. Reuss
U.S. House of Representatives
Milwaukee, Wisconsin

"I would direct your attention to the splendid rapport that the Aides have established in the pursuit of their work. These Senior Aides command a wealth of experience, which eliminates the eclectic approach to numerous problems, thus expediting time, energy and money in a more efficient approach and solution to numerous projects. This meaningful program with real emphasis on the personal work, a sincere humanitarian service, has the full cooperation of the St. Louis Police Department."

Lt. Robert Truetken
Metropolitan Police Dept.
St. Louis, Missouri

"The Senior Aides have made an important contribution to the entire educational climate of our community. Young people have been motivated to remain in school or to return to school, retarded youngsters have received care; adults have been recruited for Basic Education classes; and administrative personnel in the school system have been assisted in a broad variety of tasks."

The Hon. J. Joseph Garrahy
Lieutenant Governor
State of Rhode Island

COMMENTS ON THE SENIOR AIDES PROGRAM

"I am pleased that this Department has been able to be a part of this Project by identifying disadvantaged elderly workers, as well as by providing an employment site for five of the Aides. The assistance of these five Aides has not only been of help to the Department, but has also been an example to all employees of the abilities and enthusiasm of older workers."

George J. Vavoulis
Commissioner
Department of Manpower Services
St. Paul, Minnesota

"The impact of the program in the Washington area has been significant. The Senior Aides have demonstrated their ability to make a meaningful contribution in the community, seeking and searching for individuals who are in need of supportive services. In addition, the program has done much to improve the economic and social well-being of retired and older unemployed workers by reducing their financial dependency and increasing their purchasing poser."

The Hon. Walter E. Washington
Mayor
Washington, D. C.

ATTACHMENT 3

PRESIDENTS EMERITI
CONGRESSMAN ARTHUR J. FOLAND (Retired)
JOHN W. EDELMAN
MRS. JESSIE GOTTLIEB

PRESIDENT
NELSON H. CRUIKSHANK
Washington, D. C.

FIRST VICE PRESIDENT
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Congress of Senior Citizens of Greater New York

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Administrative Assistant
JIM Y. KIM
Comptroller

March 16, 1970

Mr. Ian Pearis, Acting Chief
Division of Work Experience Programs
U. S. Department of Labor
Manpower Administration
Washington, D. C.

Dear Mr. Pearis:

The National Council of Senior Citizens hereby requests the U. S. Department of Labor to approve refunding of its highly successful Senior AIDES community service program employing elderly poor which is scheduled to expire under its present contract on April 14, 1970.

An extension of the contract is requested for one year beginning April 15, 1970 and terminating on April 14, 1971.

The Senior AIDES program began operations two years ago with ten demonstration projects employing 40 Aides in each city.

Four additional projects, each employing 40 Aides, were added in the Fall of 1968.

In March, 1969 the program was further extended to a total of 19 projects and the number of Aides employed in each project was increased from 40 to 60.

There is abundant evidence that further expansion of the project is needed. Typically, in each Senior

Aides project, there are at least seven eligible applicants for every Senior Aide job available. Moreover, we have received requests from many other communities to be included in the Senior AIDES program.

Reports from the current demonstration projects -- including letters from Mayors, sponsors, host agencies and U. S. Senators and Congressmen interested in their constituent communities and States -- have expressed deep concern for extension and expansion of this successful program.

Within the limitation of available government funds, we hope the Department of Labor will help us to satisfy some portion of the many requests received, not merely for continuance of the program at its present level, but also for additional Aides and for new demonstration areas.

We have therefore produced five different Budgets, all with complete details, reflecting different levels of refunding.

We wish to emphasize that at its current operating level, the NCSC Senior AIDES program is operated by us for the Department of Labor at an administrative cost of only 14.2 per cent.

Moreover, in each of the five levels of refunding we propose, the administrative costs are further reduced -- from overall three-year administrative costs of 12.5% in (1) current level refunding for 19 projects with 60 Aides to 8.1% in (5) for extension to 100 Aides in each of 40 demonstration communities.

A brief summary of the suggested five levels of refunding is attached to this letter. We are ready to work with you and your staff immediately on whatever funding level the Department recommends.

Sincerely,

William R. Hutton

WRH:ml

William R. Hutton
Executive Director

NATIONAL COUNCIL OF SENIOR CITIZENS, INC.
PROJECT BUDGET #1
FOR THE EXTENSION OF SENIOR AIDES PROGRAM
FOR THE PERIOD FROM APRIL 15, 1970 to APRIL 14, 1971

Cost Category	Project Costs from 2/15/68 to 4/14/70	Project Costs from 4/15/70 4/14/71	Total Project Costs	Present Approved Budget	Additional Funds Required
I. Enrollee Costs (Appendix A)					
A. Wages	2,529,203	2,583,672	5,112,875	2,479,737	2,633,138
B. Fringe Benefits	203,707	315,767	519,474	223,804	295,670
C. Transportation	87,697	179,088	266,785	147,594	119,191
Total Enrollee Costs	2,820,607	3,078,527	5,899,134	2,851,135	3,047,999
II. Administrative Costs					
A. Staff Costs:					
a. Salaries (Appendix B)	167,833	114,000	281,833	169,026	112,807
b. Other services by NCSC (C)	67,718	42,350	110,068	64,531	45,537
c. Fringe benefits	16,692	11,400	28,092	16,820	11,272
d. Travel expense(D)	74,913	100,045	174,958	80,734	94,224
Total staff costs	327,156	267,795	594,951	331,111	263,840
B. Operational Costs:					
a. Office Equip. & Furniture;					
1) Purchases	5,150	500	5,6[illegible]	5,447	203
2) Rental	5,421	3,960	9,3[illegible]	5,101	4,280
b. Office space	14,962	7,680	22,642	14,052	8,590
c. Insurance - bonding	1,526	1,200	2,726	1,526	1,200
d. Other costs;					
1) Supplies	5,494	3,600	9,094	8,000	1,094
2) Tel. & postage	11,793	8,400	20,193	11,317	8,876
3) Civic liaison rep.	63,350	52,000	115,350	63,850	51,500
4) Other (Appendix E)	31,629	30,750	62,379	30,052	32,327
Total Operational Costs	139,325	108,090	247,415	139,345	108,070
Total Administrative Costs	466,481	375,885	842,366	470,456	372,010
Total Costs of Project	3,287,088	3,454,412	6,741,500	3,321,591	3,419,909

Note: Appendices A,B,C,D, & E attached

APPENDIX (A)

Enrollee Costs

Current Level: 60 Aides each community; 19 Communities

from 4/15/70
to 4/14/71

1. Enrollee Costs

1) Wages:

(a) Total 1,148 Aides; (Approximately @ $2.17 an hour, 20 hours per week for 52 weeks) (See NOTE at bottom)		$2,583,672

2) Fringe Benefits:

(a) 10% of wages (FICA tax, unemployment contribution, workmen's compensation, etc.	$256,807	
(b) Health insurance @ $50 per year x 1,148 Aides	57,400	315,767

3) Transportation:

(a) $156 x 1,148 Aides ($3 per week for 52 weeks)	179,088
Total Enrollee Costs	$3,078,527

NOTE: To increase the average rate of pay to $2.17 an hour as no wage raise given since commencing the program. Our experienced rate of pay has been $2.07 an hour.

APPENDIX (A) Continued

Subcontractors	No. of Aides	Enrollee Costs from 6/15/68 to 4/14/70	Costs from 4/15/70 to 4/14/71	Total
Calif - Oakland	60	88,636	170,232	258,868
- San Diego	60	88,541	153,072	241,613
Colo - Denver	60	92,795	153,072	245,867
Conn.- Bridgeport	60	88,991	153,072	242,063
Fla - Miami	60	179,256	159,936	339,192
Ill - Chicago	60	179,062	159,936	338,998
Mass.- Boston	62	128,101	161,720	289,821
- Fall River	30	60,281	78,252	138,533
- New Bedford	30	65,264	79,968	145,232
Mich - Detroit	60	194,230	183,960	378,190
Minn - Minneapolis	60	187,440	159,936	347,376
Mo - St. Louis	62	113,243	161,721	274,964
N. J. - Newark	60	92,217	153,072	245,289
N. Y. - Buffalo	60	173,257	159,936	333,193
Ohio - Dayton	62	103,807	161,721	265,528
Pa. - Pittsburgh	60	191,248	159,936	351,184
R. I. - Providence	60	195,840	159,936	355,776
W. Va. - Fairmont	62	144,089	161,721	305,810
Wisc. - Milwaukee	60	203,609	183,960	387,569
Washington, D.C.	60	208,619	163,368	371,987
* New Bedford, Mass (U. F.)	---	42,081	-0-	42,081
Totals ----------	1,148	2,820,607	3,078,527	5,899,134

* Terminated as of 3/14/69

APPENDIX (B)

Salaries

Position	Annual Salaries	Salaries from 4-15-70 to 4-14-71
Project Director	-0-	-0-
Associate Director - Administration	16,000	16,000
Associate Director - Planning (part time)	8,000	8,000
Research Staff	14,000	14,000
2 Field Staff @ $12,000 a year	24,000	24,000
Administrative Assistant	9,500	9,500
2 Secretaries @ $7,200 a year	14,400	14,400
2 Secretaries @ $7,000 a year	14,000	14,000
1 Secretary - part time	3,800	3,800
1 Clerk-typist	5,800	5,800
1 Clerk	4,500	4,500
Total Salaries	114,000	114,000

APPENDIX (C)

Supportive Services by NCSC

Function	Annual Budget	from 4/15/70 to 4/14/71
1. Personnel Services:		
A. Advisory & supervisory services:		
a. Executive Director serves as the project director: 30% of time	$ 7,800	$ 7,800
b. Associate Director - coordinating the project: 30% of time	3,000	3,000
B. Financial services:		
a. Comptroller for financial management including finance, internal audit, accounting, purchases, etc.	7,500	7,500
C. Other Services:		
a. Information, research, publicity	5,000	5,000
b. Information staff assistant for collection of information, clipping, typing, mimeo, xeroxing, etc.	3,200	3,200
c. Telephone reception service	4,800	4,800
d. Mailing, pick-up, messenger service	3,200	3,200
e. Administrative Assistant to assist Project Director	4,000	4,000
Plus Fringe Benefits - 10% of Personnel	3,850	3,850
Total Personnel Services ----------	42,350	42,350
2. Office Space & Conference Room; @$215 a month	2,580	2,580
Total Supportive Services ----------	$ 44,930	$ 44,930

* Additional office space and conference room are provided by NCSC

APPENDIX (D)

Travel Expense

		from 4/15/70 to 4/14/71
1. Staff Travel		
A. Project Director - 2 visits to each project a 2 day - trip		12,160
B. Field trip by staff - 4 trips to each Project; a 3 day - trip		27,000
C. Special travel for research and planning 5 days a month		3,840
D. Special travel for hearings of local projects 3 staff to attend for a 3 day hearing		15,975
E. Other office travel @ $50 a month		600
		59,575
2. Conferences		
A. Advisory Council - 3 conferences; a 3 day - meeting	12,070	
B. Conference for local project directors 2 conferences; a 3 day - meeting	14,200	
C. Conference for Civic Liaison Rep. 2 conferences; a 3 day - meeting	14,200	40,470
Total Travel Expense		$ 100,045

* 1) Air Transportation - $250 a trip
2) Per diem allowance - $25 a day
3) In-town Transportation

APPENDIX (E)

Other Expense

Description	from 4/15/70 to 4/14/71
1. Community Hearings of all of the local projects under local Congressmen and/or Senators for pre-evaluation of Senior AIDES Program: 19 communities @ Additional $250	4,750
2. Printing expense for final evaluation booklets to be distributed to Senators, Congressmen, various Federal and local government agencies concerned, and local communities: 5,000 copies @ $2.00 including mailing costs	10,000
3. Final audit travel to each of local projects by NCSC audit staff: 20 places @$450 each	9,000
4. Audit fees for a CPA firm to audit books for the program	3,000
5. Professional assistance in finance and legal matters for the program	1,000
6. Maintenance, repairs and misc.	3,000
Total Other Costs	30,750

NATIONAL COUNCIL OF SENIOR CITIZENS, INC.
PROJECT BUDGET #2
FOR THE EXTENSION OF SENIOR AIDES PROGRAM
FOR THE PERIOD FROM APRIL 15, 1970 TO APRIL 14, 1971

Cost Category	Project Costs from 2/15/68 to 4/14/70	Project Costs from 4/15/70 to 4/14/71	Total Federal Costs	Present Approved Budget	Additional Funds Required
I. Enrollee Costs (Appendix A)					
A. Wages	2,529,203	3,254,472	5,783,675	2,479,737	3,303,938
B. Fringe Benefits	203,707	397,847	601,554	223,804	377,750
C. Transportation	87,697	225,888	313,585	147,594	165,991
Total Enrollee Costs	2,820,607	3,878,207	6,698,814	2,851,135	3,847,679
II. Administrative Costs					
A. Staff Costs					
a. Salaries (Appendix B)	167,833	126,000	293,833	169,026	124,807
b. Other Services by NCSC (C)	67,718	48,230	115,948	64,531	51,417
c. Fringe Benefits	16,692	12,600	29,292	16,820	12,472
d. Travel Expense (D)	74,913	124,370	199,283	80,734	118,549
Total Staff Costs	327,156	311,200	638,356	331,111	307,245
B. Operational Costs					
a. Office Equipment and Furniture					
1) Purchases	5,150	940	6,090	5,447	643
2) Rental	5,421	4,680	10,101	5,101	5,000
b. Office space	14,962	8,640	23,602	14,052	9,550
c. Insurance-Bonding	1,526	1,200	2,726	1,526	1,200
d. Other Costs					
1) Supplies	5,494	4,500	9,994	8,000	1,994
2) Tel. & Post.	11,793	10,500	22,293	11,317	10,976
3) Civic Liaison rep.	63,350	65,000	128,350	63,850	64,500
4) Other (Appendix E)	31,629	39,150	70,779	30,052	40,727
Total Operational Costs	139,325	134,610	273,935	139,345	134,590
Total Administrative Costs	466,481	445,810	912,291	470,456	441,835
Total Costs of Project	3,287,088	4,324,017	7,611,105	3,321,591	4,289,514

Note: Appendices A, B, C, D, & E attached

APPENDIX (A)

ENROLLEE COSTS

Level: 60 Aides for each community; 24 communities

Enrollee Costs		From 4/15/70 to 4/14/71
1) Wages:		
(a) Total 1,448 Aides (Approximately @ $2.17 an hour, 20 hours per week for 52 weeks) (See note at bottom)		$3,254,472
2) Fringe Benefits:		
(a) 10% of wages (FICA tax, unemployment contribution, workmen's compensation, etc.)	$325,447	
(b) Health insurance @ $50 per year x 1,448 Aides	72,400	397,847
3) Transportation:		
(a) $156 x 1,448 Aides ($3 per week for 52 weeks)		225,888
Total Enrollee Costs		$3,878,207

Note: To increase the average rate of pay to $2.17 an hour as no wage raise given since commencing the program. Our experienced rate of pay has been $2.07 an hour.

APPENDIX (A) - continued

Subcontractors	No. of Aides	Enrollee Costs from 6/15/68 to 4/14/70	Enrollee Costs from 4/15/70 to 4/14/71	Total
Calif. - Oakland	60	88,636	170,232	258,868
- San Diego	60	88,541	153,072	241,613
Colo. - Denver	60	92,795	153,072	245,867
Conn. - Bridgeport	60	88,991	153,072	242,063
Fla. - Miami	60	179,256	159,936	339,192
Ill. - Chicago	60	179,062	159,936	338,998
Mass. - Boston	62	128,101	161,720	289,821
- Fall River	30	60,281	78,252	138,533
- New Bedford	30	65,264	79,968	145,232
Mich. - Detroit	60	194,230	183,960	378,190
Minn. - Minneapolis	60	187,440	159,936	347,376
Mo. - St. Louis	62	113,243	161,721	274,964
N.J. - Newark	60	92,217	153,072	245,289
N.Y. - Buffalo	60	173,257	159,936	333,193
Ohio - Dayton	62	103,807	161,721	265,528
Pa. - Pittsburgh	60	191,248	159,936	351,184
R.I. - Providence	60	195,840	159,936	355,776
W. Va. - Fairmont	62	144,089	161,721	305,810
Wisc. - Milwaukee	60	203,609	183,960	387,569
Washington, D. C.	60	208,619	163,368	371,989
*New Bedford, Mass. (UF)	-0-	42,081	-0-	42,081
5 New Communities	300	-0-	799,680	799,680
Totals	1,448	2,820,607	3,878,207	6,698,814

* Terminated as of 3/14/69

APPENDIX (B)

Salaries

Position	Annual Salaries	Salaries from 4-15-70 to 4-14-71
Project Director	-0-	-0-
Associate Director - Administration	16,000	16,000
Associate Director - Planning (part time)	8,000	8,000
Research Staff	14,000	14,000
3 Field Staff @ $12,000 a year	36,000	36,000
Administrative Assistant	9,500	9,500
2 Secretaries @ $7,200 a year	14,400	14,400
2 Secretaries @ $7,000 a year	14,000	14,000
1 Secretary - part time	3,800	3,800
1 Clerk-typist	5,800	5,800
1 Clerk	4,500	4,500
Total Salaries	126,000	126,000

APPENDIX (C)

SUPPORTIVE SERVICES BY NCSC

Function	Annual Budget	from 4/15/70 to 4/14/71
1. Personnel Services:		
A. Advisory and supervisory services		
a. Executive Director serves as the project director: 30% of time	7,800	7,800
b. Associate Director - coordinating the project: 30% of time	3,000	3,000
B. Financial Services:		
a. Comptroller for financial management including finance, internal audit, accounting, purchases, etc.: 50% of time	8,500	8,500
C. Other Services:		
a. Information, research, publicity	5,000	5,000
b. Information staff assistant for collection of information, clipping, typing, mimeo, xeroxing, etc.	3,200	3,200
c. Telephone reception service	6,000	6,000
d. Administrative Assistant to assit the project director	4,000	4,000
e. Mailing, pick-up, messenger service	4,000	4,000
Plus fringe benefits - 10% of personnel	4,150	4,150
Total Personnel Services . . .	45,650	45,650
2. Office Space & Conference Room: @ $215 a month	2,580	2,580
Total Supportive Services	48,230	48,230

* Additional office space and conference room are provided by NCSC

APPENDIX (D)

TRAVEL EXPENSE

		From 4/15/70 to 4/14/71
1.	Staff Travel	
	A. Project Director - 2 visits to each project; 2 days at a time	15,840
	B. Field trip by staff - 4 trips to each project; 3 days at a time	34,080
	C. Special travel for research and planning - 5 days a month	4,980
	D. Other office travel @ $50 a month	600
	E. Special travel for hearings for each local project - 3 staff to attend for 3 days	21,300
	Total staff travel	76,800
2.	Conferences	
	A. Advisory Council - 3 conferences; 3 day meeting 12,070	
	B. Conference for local project directors - 2 conferences; a 3 day meeting 17,750	
	C. Conference for civic liaison rep. - 2 conferences; a 3 day meeting 17,750	
	Total conferences	47,570
	Total Travel Expense	124,370

* 1) Air transportation - $250 a trip
2) Per diem allowance - $ 25 a day
3) In-town transportation

APPENDIX (E)

OTHER EXPENSE

Description	From 4/15/70 to 4/14/71
1. Community hearings of all of the local projects under local Congressmen and/or Senators for pre-evaluation of Senior AIDES program:	
19 communities @ additional $250 5 new communities @ $750	8,500
2. Printing expense for final evaluation booklets to be distributed to Senators, Congressmen, various Federal and local government agencies concerned, and local communities:	
5,000 copies @ $2.00 including mailing cost	10,000
3. Final audit travel to each local project by NCSC audit staff:	
25 places @ $450 each	11,250
4. Audit fees for a CPA firm to audit books for the program	3,000
5. Professional assistance in finance and legal matters for the program	1,000
6. Maintenance, repairs and misc.	3,000
7. Expense for recruiting 5 new places and for final contract for the project	2,400
Total Other Expense	39,150

NATIONAL COUNCIL OF SENIOR CITIZENS, INC.
PROJECT BUDGET #3
FOR THE EXTENSION OF SENIOR AIDES PROGRAM
FOR THE PERIOD FROM APRIL 15, 1970 to APRIL 14, 1971

Cost Category	Project Costs from 2/15/68 to 4/14/70	Project Costs from 4/15/70 to 4/14/71	Total Project Costs	Present Approved Budget	Additional Funds Required
I. Enrollee Costs (Appendix A)					
A. Wages	2,529,203	4,277,000	6,806,203	2,479,737	4,326,466
B. Fringe Benefits	203,707	522,700	726,407	223,804	502,603
C. Transportation	87,697	296,400	384,097	147,594	236,503
Total Enrollee Costs	2,820,607	5,096,100	7,916,707	2,851,135	5,065,572
II. Administrative Costs					
A. Staff Costs:					
a. Salaries (Appendix B)	167,833	114,000	281,833	169,026	112,807
b. Other services by NCSC (C)	67,718	42,350	110,068	64,531	45,537
c. Fringe Benefits	16,692	11,400	28,092	16,820	11,272
d. Travel Exp. (D)	74,913	100,045	174,958	80,734	94,224
Total Staff Costs	327,156	267,795	594,951	331,111	263,840
B. Operational Costs					
a. Off. Equip. & Furniture					
1) Purchases	5,150	500	5,650	5,447	203
2) Rental	5,421	3,960	9,381	5,101	4,280
b. Office Space	14,962	7,680	22,642	14,052	8,590
c. Insurance-Bonding	1,526	1,200	2,726	1,526	1,200
d. Other costs:					
1) Supplies	5,494	3,600	9,094	8,000	1,094
2) Tel.&Postage	11,793	8,400	20,193	11,317	8,876
3) Civic liaison rep.	63,350	78,000	141,350	63,850	77,500
4) Other (Appendix E)	31,629	30,750	62,379	30,052	32,327
Total Operational Costs	139,325	134,090	273,415	139,245	134,070
Total Administrative Costs	466,481	401,885	868,366	470,456	397,910
Total Costs of Project	3,287,088	5,497,985	8,785,073	3,321,591	5,463,482

Note: Appendices A,B,C,D & E attached

APPENDIX (A)

Enrollee Costs

Level: 100 Aides for each community: 19 Communities

from 4/15/70
to 4/14/71

1. Enrollee Costs

1) Wages:			
(a) Total 1,900 Aides (Approximately @ $2.17 an hour 20 hours per week for 52 weeks) - See NOTE at bottom.			$4,277,000
2) Fringe Benefits:			
(a) 10% of wages (FICA tax, unemployment contribution, workmen's compensation, etc.)	$427,700		
(b) Health insurance @$50 per year x 1,900 Aides	95,000		522,700
3) Transportation:			
(a) $156 x 1,900 Aides ($3 per week for 52 weeks)			296,400
Total Enrollee Costs			$ 5,096,100

NOTE: To increase the average rate of pay to $2.17 an hour as no wage raise given since commencing the program. Our experienced rate of pay has been $2.07 an hour.

APPENDIX (A) -Continued

Subcontractors	No. of Aides	Enrollee Costs from 6/15/68 to 4/14/71	from 4/15/70 to 4/14/71	Total
Calif - Oakland	60-100	88,636	283,720	372,356
- San Diego	60-100	88,541	255,120	343,661
Colo - Denver	60-100	92,795	255,120	347,915
Conn - Bridgeport	60-100	88,991	255,120	344,111
Fla - Miami	60-100	179,256	266,560	445,816
Ill - Chicago	60-100	179,062	266,560	445,622
Mass - Boston	62-100	128,101	260-840	388,941
- Fall River	30-50	60,281	130,420	190,701
- New Bedford	30-50	65,264	133,280	198,544
Mich - Detroit	60-100	194,230	306,600	500,830
Minn - Minneapolis	60-100	187,440	266,560	454,000
Mo - St. Louis	62-100	113,243	260,840	374,083
N. J. - Newark	60-100	92,217	255,120	347,337
N.Y. - Buffalo	60-100	173,257	266,560	439,817
Ohio - Dayton	62-100	103,807	260-840	364,647
Pa. - Pittsburgh	62-100	191,248	266,560	457,808
R. I. - Providence	60-100	195,840	266,560	462,400
W. Va. - Fairmont	62-100	144,089	260,840	404,929
Wisc - Milwaukee	60-100	203,609	306,600	510,209
Washington, D.C.	60-100	208,619	272,280	480,899
* New Bedford, Mass (U.F.)	-	42,081	-	42,081
Totals	1,900	$ 2,820,607	$ 5,096,100	$ 7,916,707

* Terminated as of 3/14/69

APPENDIX (B)

Salaries

Position	Annual Salaries	Salaries from 4-15-70 to 4-14-71
Project Director	-0-	-0-
Associate Director - Administration	16,000	16,000
Associate Director - Planning (part time)	8,000	8,000
Research Staff	14,000	14,000
2 Field Staff @ $12,000 a year	24,000	24,000
Administrative Assistant	9,500	9,500
2 Secretaries @ $7,200 a year	14,400	14,400
2 Secretaries @ $7,000 a year	14,000	14,000
1 Secretary - part time	3,800	3,800
1 Clerk-typist	5,800	5,800
1 Clerk	4,500	4,500
Total Salaries	114,000	114,000

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APPENDIX (C)

Supportive Services by NCSC

	Annual Budget	from 4/15/70 to 4/14/71
1. Personnel Services:		
A. Advisory & supervisory services		
a. Executive Director serves as the project director : 30% of time	$ 7,800	$ 7,800
b. Associate Director - coordinating the project: 30% of time	3,000	3,000
B. Financial services:		
a. Comptroller for financial management including finance, internal audit accounting, purchases, etc	7,500	7,500
C. Other services:		
a. Information, research, publicity	5,000	5,000
b. Information staff assistant for collection of information, clipping, typing, mimeo, xeroxing, etc.	3,200	3,200
c. Telephone reception service	4,800	4,800
d. Mailing, pick-up, messenger service	3,200	3,200
e. Administrative Assistant to assist Project Director	4,000	4,000
Plus Fringe Benefits - 10% of Personnel	3,850	3,850
Total Personnel Services ----------	42,350	42,350
2. Office Space & Conference Room; @ $215 a month	2,580	2,580
Total Supportive Services ----------	$ 44,930	$ 44,930

* Additional office space and conference room are provided by NCSC

APPENDIX (D)

Travel Expense

		from 4/15/70 to 4/14/71
1. Staff Travel		
A. Project Director - 2 visits to each project a 2 day - trip		$ 12,160
B. Field trip by staff - 4 trips to each project: a 3 day - trip		27,000
C. Special travel for research and planning 5 days a month		3,840
D. Special travel for hearings of local projects 3 staff to attend for a 3 day hearing		15,975
E. Other office travel @$50 a month		600
		59,575
2. Conferences		
A. Advisory Council - 3 conferences: a 3 day-meeting	$ 12,070	
B. Conference for local project directors 2 conferences: a 3 day - meeting	14,200	
C. Conference for Civic Liaison Rep. - 2 conferences - a 3 day-meeting	14,200	40,470
Total Travel Expenses		$100,045

* 1) Air transportation - $250 a trip
2) Per diem allowance - $25 a trip
3) In-town transportation

APPENDIX (E)

Other Expense

	from 4/15/70 to 4/14/71
1. Community Hearings of all of the local projects under local Congressmen and/or Senators for pre-evaluation of Senior AIDES Program: 19 communities @ Additional $250	$ 4,750
2. Printing expense for final evaluation booklets to be distributed to Senators, Congressmen, various Federal and local government agencies concerned and local communities 5,000 copies @ $2.00 including mailing costs	10,000
3. Final audit travel to each of local project by NCSC audit staff: 20 places @ $450 each	9,000
4. Audit fees for a CPA firm to audit books for the program	3,000
5. Professional assistance in finance and legal matters for the program	1,000
6. Maintenance, repairs and misc.	3,000
Total Other Costs	$ 30,750

NATIONAL COUNCIL OF SENIOR CITIZENS, INC.
PROJECT BUDGET #4
FOR THE EXTENSION OF SENIOR AIDES PROGRAM
FOR THE PERIOD FROM APRIL 15, 1970 to APRIL 14, 1971

Cost Category	Project Costs from 2/15/68 to 4/14/70	Project Costs from 4/15/70 4/14/71	Total Project Costs	Present Approved Budget	Additional Funds Required
I. Enrollee Costs (Appendix A)					
A. Wages	2,529,203	5,395,000	7,924,203	2,479,737	5,444,466
B. Fringe Benefits	203,707	659,500	863,207	223,804	639,403
C. Transportation	87,697	374,400	462,097	147,594	314,503
Total Enrollee Costs	2,820,607	6,428,900	9,249,507	2,851,135	6,398,372
II. Administrative Costs					
A. Staff costs:					
a. Salaries (Appendix B)	167,833	126,000	293,833	169,026	124,807
b. Other services by NCSC (C)	67,718	48,230	115,948	64,531	51,417
c. Fringe benefits	16,692	12,600	29,292	16,820	12,472
d. Travel expense(D)	74,913	124,370	199,283	80,734	118,549
Total Staff Costs	327,156	311,200	638,356	331,111	307,245
B. Operational Costs:					
a. Office Equipment & Furniture;					
1) Purchases	5,150	940	6,090	5,447	643
2) Rental	5,421	4,680	10,101	5,101	5,000
b. Office space	14,962	8,640	23,602	14,052	9,550
c. Insurance-bonding	1,526	1,200	2,726	1,526	1,200
d. Other costs;					
1) Supplies	5,494	4,500	9,994	8,000	1,994
2) Tel & Postage	11,793	10,500	22,293	11,317	10,976
3) Civic liaison rep.	63,350	97,500	160,850	63,850	97,000
4) Other (Appendix E)	31,629	39,150	70,779	30,052	40,727
Total Operational Costs	139,325	167,110	306,435	139,345	167,090
Total Administrative Costs	466,481	478,310	944,791	470,456	474,335
Total Costs of Project	3,287,088	6,907,210	10,194,298	3,321,591	6,872,707

Note: Appendices A,B,C,D, & E attached

APPENDIX (A)

Enrollee Costs

Level: 100 Aides for each commurrity; 24 communities

			from 4/15/7(to 4/14/71
1.	Enrollee Costs		
	1) Wages:		
	(a) Total 2,400 Aides (Approximately @ $2.17 an hour, 20 hours per week for 52 weeks) See Note at bottom.		$5,395,000
	2) Fringe Benefits:		
	(a) 10% of wages (FICA tax, unemployment contribution, workmen's compensation, etc.)	$539,500	
	(b) Health insurance @ $50 per week x 2,400 Aides	120,000	659,500
	3) Transportation:		
	(a) $156 x 2,400 Aides ($3 per week for 52 weeks)		374,400
	TOTAL ENROLLEE COSTS		$6,428,900

Note: To increase the average rate of pay to $2.17 an hour as no wage raise given since commencing the program. Our experienced rate of pay has been $2.07 an hour.

APPENDIX (A) (Continued)

Subcontractors	No. of Aides	Enrollee Costs From 2/15/68 to 4/14/70	From 4/15/70 to 4/14/71	Total
Calif. - Oakland	100	88,636	283,720	372,356
- San Diego	100	88,541	255,120	343,661
Colo. - Denver	100	92,795	255,120	347,915
Conn. - Bridgeport	100	88,991	255,120	344,111
Fla. - Miami	100	179,256	266,560	445,816
Ill. - Chicago	100	179,062	266,560	445,622
Mass. - Boston	100	128,101	260,840	388,941
- Fall River	50	60,281	130,420	190,701
- New Bedford	50	65,264	133,280	198,544
Mich. - Detroit	100	194,230	306,600	500,830
Minn. - Minneapolis	100	187,440	266,560	454,000
Mo. - St. Louis	100	113,243	260,840	374,083
N.J. - Newark	100	92,217	255,120	347,337
N.Y. - Buffalo	100	173,257	266,560	439,817
Ohio - Dayton	100	103,807	260,840	364,647
Pa. - Pittsburgh	100	191,248	266,560	457,808
R.I. - Providence	100	195,840	266,560	462,400
W. Va. - Fairmont	100	144,089	260,840	404,929
Wisc. - Milwaukee	100	203,609	306,600	510,209
Washington, D.C.	100	208,619	272,280	480,899
*New Bedford, Mass (U.F.)	-	42,081	-0-	42,081
5 New Communities	500	-0-	1,332,800	1,332,800
TOTALS	2,400	2,820,607	6,428,900	9,249,507

*Terminated as of 3/14/69

APPENDIX (B)

Salaries

Position	Annual Salaries	Salaries from 4-15-70 to 4-14-71
Project Director	-0-	-0-
Associate Director - Administration	16,000	16,000
Associate Director - Planning (part time)	8,000	8,000
Research Staff	14,000	14,000
3 Field Staff @ $12,000 a year	36,000	36,000
Administrative Assistant	9,500	9,500
2 Secretaries @ $7,200 a year	14,400	14,400
2 Secretaries @ $7,000 a year	14,000	14,000
1 Secretary - part time	3,800	3,800
1 Clerk-typist	5,800	5,800
1 Clerk	4,500	4,500
Total Salaries	126,000	126,000

APPENDIX (C)

Supportive Services by NCSC

Function	Annual Budget	from 4/15/70 to 4/14/71
1. Personnel Services:		
A. Advisory & Supervisory services:		
a. Executive Director serves as the project director: 30% of time	7,800	7,800
b. Associate Director - coordinating the project: 30% of time	3,000	3,000
B. Financial services:		
a. Comptroller for financial management including finance, internal audit, accounting, purchases, etc. 50% of time	8,500	8,500
C. Other services:		
a. Information, research, publicity	5,000	5,000
b. Information staff assistant for collection of information, clipping, typing, mimeo, xeroxing, etc.	3,200	3,200
c. Telephone reception service	6,000	6,000
d. Administrative Assistant to assist the project director	4,000	4,000
e. Mailing, pick-up, messenger service	4,000	4,000
Plus fringe benefits - 10% of personnel	4,150	4,150
Total Personnel Services	45,650	45,650
2. Office Space & Conference room: @$215 a month	2,580	2,580
Total Supportive Services	48,230	48,230

*Additional office space and conference room are provided by NCSC

APPENDIX (D)

Travel Expense

			from 4/15/70 to 4/14/71
1.	Staff Travel		
	A. Project Director - 2 visits to each project; 2 days at a time		15,840
	B. Field Trip by staff - 4 trips to each project 3 days at a time		34,080
	C. Special travel for research and planning - 5 days a month		4,980
	D. Other office travel @ $50 a month		600
	E. Special travel for hearings for each local project - 3 staff to attend for 3 days		21,300
	Total Staff Travel		76,800
2.	Conferences		
	A. Advisory Council - 3 conferences; 3 day meeting	12,070	
	B. Conference for local project directors- 2 conferences; a 3-day meeting	17,750	
	C. Conference for civic liaison rep.- 2 conferences; a 3-day meeting	17,750	
	Total Conferences		47,570
	Total Travel Expense		124,370

* 1) Air Transportation - $250 a trip
2) Per diem allowance - $25 a day
3) In-town transportation

APPENDIX (E)

Other Expense

Description	From 4/15/70 to 4/14/71
1. Community hearings of all of the local projects under local Congressmen and/or Senators for pre-evaluation of Senior AIDES Program: 19 Communites @ additional $250 5 New Communities @ $750	8,500
2. Printing expense for final evaluation booklets to be distributed to Senators, Congressmen, various Federal and local government agencies concerned, and local communities: 5,00 copies @$200 including mailing cost	1[illegible],000
3. Final audit travel to each local project by NCSC audit staff: 25 places @$450 each	11,250
4. Audit fees for a CPA firm to audit books for the program	3,000
5. Professional assistance in finance and legal matters for the program	1,000
6. Maintenance, repairs and misc.	3,000
7. Expense for recruiting 5 new places and for final contract for the project	2,400
Total Other Expense	39,150

NATIONAL COUNCIL OF SENIOR CITIZENS, INC.
PROJECT BUDGET #5
FOR THE EXTENSION OF SENIOR AIDES PROGRAM
FOR THE PERIOD FROM APRIL 15, 1970 TO APRIL 14, 1971

Cost Category	Project Costs from 2/15/68 to 4/14/70	Project Costs from 4/15/70 to 4/14/71	Total Project Costs	Present Approved Budget	Additional Funds Required
I. Enrollee Costs (Appendix A)					
A. Wages	2,529,203	8,944,000	11,473,203	2,479,737	8,993,466
B. Fringe Benefits	203,707	1,094,400	1,298,107	223,804	1,074,303
C. Transportation	86,697	624,000	710,697	147,594	563,103
Total Enrollee Costs	2,820,607	10,662,400	13,483,007	2,851,135	10,631,872
II. Administrative Costs					
A. Staff Costs:					
a. Salaries (Appendix B)	167,833	173,000	340,833	169,026	171,807
b. Other services by NCSC (C)	67,718	51,750	119,468	64,531	54,937
c. Fringe benefits	16,692	17,300	33,992	16,820	17,172
d. Travel expense (D)	74,913	198,810	273,723	80,734	192,989
Total Staff Costs	327,156	440,860	768,016	331,111	436,905
B. Operational Costs:					
a. Office equipment and furniture;					
1) Purchases (App. E)	5,150	3,995	9,145	5,447	3,698
2) Rental	5,421	6,960	12,381	5,101	7,280
b. Office Space	14,962	10,560	25,522	14,052	11,470
c. Insurance-bonding	1,526	1,800	3,326	1,526	1,800
d. Other costs;					
1) Supplies	5,494	7,200	12,694	8,000	4,694
2) Tel. & postage	11,793	24,300	36,093	11,317	24,776
3) Civic liaison Rep.	63,350	159,900	223,250	63,850	159,400
4) Other (Appendix F)	31,629	69,475	101,104	30,052	71,052
Total Operational Costs	139,325	284,190	423,515	139,345	284,170
Total Administrative Costs	466,481	725,050	1,191,531	470,456	721,075
Total Costs of Project	3,287,088	11,387,450	14,674,538	3,321,591	11,352,947

* Appendices A, B, C, D, E & F attached

APPENDIX (A)

Enrollee Costs

Level: 100 Aides for each community: 40 communities

1. Enrollee Costs		from 4/15/70 to 4/14/71
1) Wages:		
(a) Total 4,000 Aides; (@2,17 an hour, 20 hours for 52 weeks) See Note at bottom		$8,944,000
2) Fringe Benefits:		
(a) 10% of wages (FICA tax, unemployment contribution, workmen's compensation, etc.)	$894,400	
(b) Health insurance @ $50 per week x 4,00 AIDES	200,000	1,094,400
3) Transportation:		
(a) $156 x 4,000 Aides ($3 per week for 52 weeks)		624,000
Total Enrollee Costs		$10,662,400

Note: To increase the average rate of pay to $2.17 an hour as no wage raise given since commencing the program. Our experienced rate of pay has been $2.07 an hour.

APPENDIX (A) - Continued

Subcontractors	No. of Aides	From 2/15/68 to 4/14/70	From 4/15/70 to 4/14/71	Total
Calif. - Oakland	100	88,636	283,720	372,356
- San Diego	100	88,541	255,120	343,661
Colo. - Denver	100	92,795	255,120	347,915
Conn. - Bridgeport	100	88,991	255,120	344,111
Fla. - Miami	100	179,256	266,560	445,816
Ill. - Chicago	100	179,062	266,560	445,622
Mass. - Boston	100	128,101	260,840	388,941
- Fall River	50	60,281	130,420	190,701
- New Bedford	50	65,264	133,280	198,544
Mich. - Detroit	100	194,230	306,600	500,830
Minn. - Minneapolis	100	187,440	266,560	454,000
Mo. - St. Louis	100	113,243	260,840	374,083
N.J. - Newark	100	92,217	255,120	347,337
N.Y. - Buffalo	100	173,257	266,560	439,817
Ohio - Dayton	100	103,807	260,840	364,647
Pa. - Pittsburgh	100	191,248	266,560	457,808
R.I. - Providence	100	195,840	266,560	462,400
W. Va. - Fairmont	100	144,089	260,840	404,929
Wisc. - Milwaukee	100	203,609	306,600	510,209
Washington, D.C.	100	208,619	272,280	480,899
New Bedford, Mass. (U.F.)	-	42,081	-	42,081
21 New Communities	2,100	-	5,597,760	5,597,760
TOTAL	4,000	2,820,607	10,693,860	13,483,007

APPENDIX (B)

Salaries

Position	Annual Salaries	Salaries from 4-15-70 to 4-14-71
Project Director	-0-	-0-
Associate Director - Administration	16,000	16,000
Associate Director - Planning (part time)	8,000	8,000
Research Staff	14,000	14,000
1 Field Staff	13,000	13,000
4 Field Staff @ $12,000 a year	48,000	48,000
Administrative Assistant	9,500	9,500
Accountant - Bookkeeper	8,000	8,000
2 Secretaries @ $7,200 a year	14,400	14,400
4 Secretaries @ $7,000 a year	28,000	28,000
1 Secretary - part time	3,800	3,800
1 Clerk-typist	5,800	5,800
1 Clerk	4,500	4,500
Total Salaries	173,000	173,000

APPENDIX (C)

Supportive Services by NCSC

Function	Annual Budget	From 4/15/70 to 4/14/71
1. Personnel Services:		
A. Advisory and Supervisory services:		
a. Executive Director serves as the project director: 33% of time	8,500	8,500
b. Associate Director - coordinating the project: 33% of time	3,500	3,500
B. Financial Service:		
a. Comptroller for financial management including finance, internal audit, accounting, purchases, etc. 50% of time	8,500	8,500
C. Other Service:		
a. Information, research, publicity	5,000	5,000
b. Information staff assistant for collection of information, clipping, typing, mimeo, xeroxing, etc.	3,200	3,200
c. Telephone reception service	7,000	7,000
d. Administrative Assistant to assist the project director	4,000	4,000
e. Mailing, pick-up, messenger service	5,000	5,000
Plus fringe benefits - 10% of personnel	4,470	4,470
Total Personnel Services	49,170	49,170
2. Office Space and conference room: @215 a month	2,580	2,580
Total Supportive Services	51,750	51,750

APPENDIX (D)

Travel Expense

1.	Staff Travel		
	A. Project Director - 2 visits to each project: a 2-day trip		26,400
	B. Field trip by staff - 4 trips to each project a 3-day trip		56,800
	C. Special travel for research and planning - 5 days a month		7,680
	D. Special travel for hearings of local projects- 3 staff to attend for a 3 day hearing		38,340
	E. Other office travel @ $60 a month		720
			129,940
2.	Conferences		
	A. Advisory Council - 3 conferences: a 3-day meeting	12,070	
	B. Conference for local project directors - 2 conferences: a 3 day meeting	28,400	
	C. Conference for civic liaison rep. - 2 conferences: a 3-day meeting	28,400	68,870
	Total Travel Expense		198,810

* 1) Air Transportation - $250 a trip
2) Per Diem Allowance - $25 a day
3) In-town transportation

APPENDIX (E)

Office Equipment & Furniture

	Description		Amount
3	Desks for field staff	@$200 each	$ 600
3	Chairs	@$ 70 each	210
1	Desk for Accountant	@$200 each	200
1	Chair	@$70 each	70
2	Secretarial desks	@$200 each	400
2	Chairs	@$50 each	100
2	Electric IBM Typewriter	@$480 each	960
1	Adding Machine		150
2	Manual typewriters	@$300 each	600
3	Typewriter tables	@$ 40 each	120
1	Filing Cabinet	@$100 each	100
1	Bookcase	@$100 each	100
5	Chairs	@$35 each	175
1	Coat rack	@30 each	30
6	Desk Lamps	@$30 each	180
Total Office Equipment and Furniture			$3,995

APPENDIX (F)

Other Expense

Description		from 4/15/70 to 4/14/71
1. Community hearings of all of the local projects under local Congressmen and/or Senators for pre-evaluation of Senior AIDES Program: 20 communities @$250 - additional 21 New Communities @$750 each		20,750
2. Printing expense for final evaluation booklets to be distributed to Senators, Congressmen, various Federal and local government agencies concerned, and local communities 6,000 copies @$2.00 including mailing costs		12,000
3. Final audit travel to each local project by NCSC Audit Staff: 40 places @$450 each		18,000
4. Audit fees for a CPA firm to audit books for the programs		4,000
5. Professional assistance in finance and legal matters for the program		1,000
6. Maintenance, repairs, and misc.		4,800
7. Expense for recruiting new communities and for the contracts: Recruitment by NCSC organizing & advisory groups: @$100 each	2,100	
First contact for the project contracts by the staff: a 2-day trip	6,825	8,925
Total Other Expense		69,475

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ATTACHMENT 4

BRIEF SUMMARY OF REFUNDING LEVELS

Level	Cost	Administrative Costs as Percentage of Total		
		Present	New	Three Yr. Average
(1) 19 Projects - 60 Aides (Current Level)	$ 3,454,412	14.2 %	10.9 %	12.5 %
(2) 24 Projects - 60 Aides	4,324,017	14.2	10.3	12.0
(3) 19 Projects - 100 Aides	5,497,985	14.2	7.3	9.9
(4) 24 Projects - 100 Aides	6,907,210	14.2	6.9	9.3
(5) 40 Projects - 100 Aides	11,387,450	14.2	6.4	8.1

Senior AIDES Program

A Community Service Project Operated on Behalf of the U.S. Department of Labor

by the National Council of Senior Citizens, Inc.

Senator KENNEDY. Thank you.

Dr. Carstenson, if you would be kind enough, please comment on this legislation. You are an old friend to this committee. I have had the opportunity to listen to your testimony, I am sure, on a half dozen different measures that have been before this subcommittee and the other Labor and Public Welfare Subcommittees on which I serve. Your comments are always very useful, helpful, and valuable.

I know you have an extensive statement. We would like to put that in its entirety into the record. And, if you would, please make a brief commentary here. Or I can ask some questions.

STATEMENT OF DR. BLUE CARSTENSON, DIRECTOR OF RURAL MANPOWER, SENIOR MEMBER, AND GREEN THUMB PROGRAMS OF THE NATIONAL FARMERS UNION

Mr. CARSTENSON. I would like to have it submitted for the record.

Senator KENNEDY. It will be printed in the record.

Mr. CARSTENSON. I think you, as an honorary Green Thumber, don't need to know anything about Green Thumb. But I would like to mention a few words about the Green Light program, which, while not exclusively female, a vast number of those in this program are widows.

This program employs older and retired, low-income rural people, 2 days a week. They work in various agencies, and the third day they work in Outreach Service. Outreach combines the CASA program, operating in Arkansas and which I know you are familiar with, into one program, because we do have many gaps in services in rural areas. This outreach in service helps fill in the gaps.

We have 282 Green Lighters, compared with 2,100 of the Green Thumbers. We are now operating in 15 States.

I want to mention one word about our Green Thumb program down in Arkansas and the fiddlers who came up to appear before your committee a couple of years ago, when Senator McClellan danced his famous jig.

I was down with the fiddlers last week. They said to be sure to say hello to you. They are working in a cave down there. This is a rock out of the cave. It is as big as Carlsbad or Mammoth Caves, and we had a network television crew down there, and you will probably see them again on national television in a couple of weeks. But they said to be sure to give you their best and to join in our support of your bill here, which really pushes forward, I think, in a meanful and yet not overwhelming way, not a vast sum of money, such as was proposed in the O'Hara manpower bill, but in a reasonable way, which I believe can be adequately administered.

And with the sponsors that now exist and the many local community-action agencies and other groups that want to get into this area of senior programs, I think you can have a good quality program with the bill that you have presented.

I do want to indicate—and there are some specific suggestions for amendments in the text. One of these has to do with our newly successful venture with on-the-job training. During this past year, a little better than a year, we have given an all-out push to place Green Thumbers and Green Lighters into permanent jobs, and we have now

placed close to 365 of Green Lighters and Green Thumbers and people on our waiting list into permanent jobs in a wide range of job occupations.

You might be interested in looking in the back, at the last page, to see the variety of occupations that Green Thumbers and Green Light workers move into. This has some implications for the design of the program and is one of the amendments in here that I would like to suggest encourage coupling this program with OJT and other manpower programs to get a movement of older persons into permanent jobs. We place men in their seventies, and we placed one man in our OJT contract at 83. This comes around to sort of our findings after four and a half years of work in Green Thumb, and the first one, I think, is the most important. And there is no upper age limit whatsoever on ability.

We haven't found a single rural county where there wasn't enough poverty among older people to start a Green Thumb program. The GreenThumbers can perform effectively and utilize their vast range of skills on relevant community projects.

They have high-quality programs and projects, and I know you are well aware of these.

One more thing that comes up, that I know the committee is concerned with, is the major push of the administration, and really maybe why the administration chose to indicate it wasn't going to go along with your bill, Senator. And this is the concern about coordination and how this would fit into overall manpower plans.

We have been operating four and a half years. We have yet to find a single situation in working where our programs don't mesh and don't coordinate and don't work in with the other comprehensive manpower programs and EDA programs and CAP programs. In fact, we find that Green Thumb and Green Light serve to be the cement that can often make cooperation and coordination possible by providing that extra flexible manpower in a community to make these joint efforts possible.

So, rather than limit cooperation and coordination, Green Thumb and the senior aide programs, I think, really help to build cooperation and coordination much more so than many other programs.

Finally, I would like to say that—and I say this is in deference to my colleagues here—the spirit of the workers and the enthusiasm of the men and women that we have working in these programs make it very difficult to run a poor older-worker Mainstream program. It is really very difficult to run a bad one. You can run an excellent one, and the ones represented here are excellent.

But I really think that the kind of spirit and enthusiasm and the approach to work that is exhibited by Green Thumb workers almost assures that this kind of bill, this kind of law, this kind of program, would end up with something you can be proud of.

These men and women appreciate the chance for jobs and appreciate an opportunity to earn their way out of poverty.

Thank you.

(The prepared statement of Dr. Carstenson follows:)

FARMERS UNION

STATEMENT

OF

DR. BLUE A CARSTENSON, DIRECTOR
RURAL MANPOWER SENIOR MEMBER,
AND GREEN THUMB PROGRAMS FOR NATIONAL FARMERS UNION

BEFORE

THE

SPECIAL SUBCOMMITTEE ON AGING
SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE

June 15, 1970

ON S.3604
A BILL TO ESTABLISH AN OLDER AMERICANS
COMMUNITY SERVICE EMPLOYMENT PROGRAM

(127)

TESTIMONY BEFORE THE SENATE COMMITTEE
ON LABOR AND PUBLIC WELFARE'S
SPECIAL SUBCOMMITTEE ON AGING ON
OLDER WORKERS PROGRAMS

I am appearing as Director of Farmers Union's Rural Manpower, Senior Member, and Green Thumb Programs at the Committee's request to provide information and opinions based on our experience in operating Green Thumb and related programs. In the letter asking us to testify, you asked for a brief description of Green Thumb and related programs.

Green Thumb employs over 2,100 older and retired rural people through a grant from the U.S. Department of Labor to beautify the highways, build and develop parks, carry out conservation projects, and community betterment projects. Sponsored by National Farmers Union, Green Thumb operates in 185 counties in 15 states under the Mainstream program authorized in the Economic Opportunity Act.

Green Thumb workers range in age from 55 to 94 with an average age of 69 and a total annual income of $900 per couple prior to employment. They work 3 days a week and earn up to $1500 a year in Green Thumb.

The Green Light program of Green Thumb employs 282 older and retired people in the same general manner as Green Thumb except they work as teacher aides, health aides, homemaker aides, library aides, lunchroom aides, community center aides, Community Action Agency aides, nutrition aides, conservation aides, Senior Citizen program aides, food stamp aides, and aides to many other local agencies (including some Federal and state agencies.) One third of their time is spent in outreach and service. Most of the Green Light aides are widows or women with disabled husbands although there are some men who work as Green Light workers.

Green Light workers, through these service activities and projects, reach out to fill in the gaps between agencies services in rural areas.

Green Thumb and Green Light are sponsored on a nonprofit basis by Farmers Union, a general farm organization with membership primarily in the central region of the United States. We might add it does cost Farmers Union time, energy and money to operate these programs but the membership does feel it worthwhile because of the benefits to rural America. Because of the demonstration nature of the program there exists widespread community acceptance, and state, county, and local governments make large contributions to the operation of the program, with their in-kind contributions equaling about 40% of the total operating cost.

On the day before Christmas in 1966, Green Thumb was starting in four states with 280 workers. Today we have approximately 2,100 Green Thumb workers 280 Green Light workers and approximately 50 Green View workers. Green View is operated by Green Thumb under contract with the Minnesota State Highway Department to maintain interstate rest areas.

In addition, Green Thumb operates a national older worker "On-The-Job Training" program which provides assistance and training to place older workers into permanent jobs. As a part of this testimony I have included a copy of our statement of our "On-The-Job-Training Experience". It marks a major breakthrough in efforts to place older workers into permanent employment and it is the only older worker OJT program in the country.

During the past twelve months it has taken a combined total of Federal, state, and local funds of about $9 million to operate Green Thumb, Green Light, Green View, and On-the-Job-Training of which nearly $5 million was Federal monies. This has helped over 3,000 families plus 500 single persons earn their ways out of poverty through jobs in public service improving the environment, providing educational, nutritional, health, and social services, fighting poverty, pollution, improving rural living, aiding the sick, the homebound, and the very old, and assisting local government.

During the past two years, we have constructed about 400 new parks, refurbished an additional 450 parks, planted approximately 3 million trees, and carried out a wide range of conservation and community betterment programs. We have risen to the emergencies of a major flood in Minot, North Dakota, after Minot was under water for 41 days and 41 nights. Green Thumbers responded to disasters in Virginia (hurricane), in Arkansas (tornado and floods), in Minnesota (tornados and floods), floods in South Dakota and Wisconsin, and two major floods in Minot, North Dakota.

The Green Thumb program operates in Arkansas, Indiana, Kentucky, Minnesota, Nebraska, New Jersey, New York, Oklahoma, Oregon, Pennsylvania, South Dakota, Utah, Virginia, Wisconsin, North Dakota.

Green Light operates in Arkansas, Indiana, Kentucky, Minnesota, New Jersey, New York, Oklahoma, South Dakota, Virginia, Wisconsin, Pennsylvania, and North Dakota.

This Committee requested that we indicate our findings. Here are some of the things we have learned from our experience in Green Thumb, On-the-Job Training, and Green Light:

1. There is no upper age limit on ability.

2. We have not been able to find any rural county that does not have enough poverty among its older and retired farm people to start a Green Thumb program in the county.

3. State government, county government, and local government will hire older workers after they have seen the tangible results of their work. Over 530 older workers have been placed in permanent jobs through these programs.

4. Older workers can perform effectively on a wide range of jobs - especially when their skills are utilized in relevant projects.

5. Older people working in crews can supervise themselves effectively.

6. The work which they complete is not only of a high quality but something in which the local community finds pride.

7. All elements in the local community like the work that these older workers have done in Green Thumb and Green Light. The newspapers like it, congressmen like it, and the public likes it. The men and women themselves find great personal satisfaction in the work they do. State local and Federal agencies enthusiastically join in with the Green Thumb and Green Light programs.

8. Green Thumb and Green Light do mesh into local and state planning in manpower, community action, education, conservation, economic development, social service, and other areas. Not a single complaint about "overlapping or duplication", nor congressional complaints (except those asking why we don't have Green Thumb in their districts), and not one unfavorable newspaper story has occurred since we employed our first Green Thumb worker 4-½ years ago.

9. Older rural Americans who are poor, are not lazy and often would rather starve than go on public welfare. Public welfare is humiliating to older people and usually provides too little too late. We must find a better alternative than the present old age assistance program in our country.

10. It is difficult to run a bad older workers Mainstream program and it is relatively easy (compared to other types of programs such as CEP, JOBS, and Special Impact) to run an excellent, popular, efficient, and effective older workers Mainstream program. This means the design is right, the need is there, the people want to work, and the program makes sense to the American people. It also means that it can be easily and effectively expanded.

THE NEED FOR OLDER WORKER PUBLIC EMPLOYMENT SERVICE

Your Committee asked us to tell of the need for this legislation. We have attached our statement of justification which we have just submitted to the Department of Labor with a request for the doubling of Green Thumb and the 5-fold increase in Green Light. But there is a larger need.

The years of out-migration and low farm prices have been hard on rural America. You cannot have as many years of farm depression including the past 3 years without having taken a serious toll among the families that remain. While some farmers end up with sufficient retirement income, most do not. Continuation of low farm income and farm prices below 100% parity for years on end, including the past 3 years means that older and retired farm people in the future years will have serious retirement income problems.

As I said before another Subcommittee of the Senate Labor and Public Welfare Committee recently, "Old age is the most pronounced characteristic of poverty in rural America. Forty percent of all the poor in America are over 65 years of age. In rural America well over one-half are over 65. The poor in rural America are 78½ percent white. The balance is mainly blacks in the south and Indians in the west. Rural poverty is found in every single rural county in America and in sufficient numbers to warrant special efforts of aid in every county. The vast bulk of these people have been hard-working, well-respected citizens during their lifetime and became poor permanently only when they grew old. It is extremely difficult for an older person to find a job without help.

In every rural community, especially in the small towns, old people sit in their little old houses rusting away, and far too many rotting away. Most old people in rural America die from disuse - not disease. They spend their last years sitting on a shelf in a small town without adequate medical or social services. I have come to believe that the Eskimos, who placed their old folks on an ice floe and pushed them off to sea, were more humane than we are

to our older Americans. At least their death was quick and relatively painless and dignified. Many of the children of our rural aged have long since left for the cities, returning only once a year for a visit."

A large proportion of the older people move off the farms in the midwest and grow old in the small towns. They find little more than a refuge with poverty, inflation, and inadequate health, social, recreational, public transportation, or home-care services. In small towns, by-passed by the interstate highways, bus lines, and modern shopping centers, they are left without hope for anything except deterioration, deeper poverty and loss of bodily functions.

Many have only the minimum of Social Security - many have none. Many rural older people have gone broke trying to farm. Few older people have disability pensions, veteran pensions, federal civil service pensions, or railroad retirement. I cannot remember anyone on Green Thumb who had any other kind of pension. Unemployment is four times as great in rural areas as in urban areas. The number of rural jobless older poor would be staggering if older people would or could regularly report into the State Employment Services.

The accident rate among rural people is much higher than among urban people. Three out of five deaths caused by accidents involve rural people, although they represent only one-third of the population. Rural areas account for 60 percent of all the substandard and dilapidated housing in America. You find few of the services, doctors, hospitals, social agencies, dentists, nurses, trained social workers, anti-poverty efforts, manpower programs, etc. in rural areas.

Most low-income rural people would prefer to work rather than receive welfare, or charity, or even a guaranteed annual income. The "work ethic" is extremely deep in our society and culture. It influences the manner in which people, especially the low-income, look at assistance. If people "work" in meaningful ways, regardless of how limited, it is income not charity. It builds dignity not degradation.

The people on Green Thumb and Green Light are, or should be, eligible for public assistance. The vast majority have not applied for public assistance, but rather chose to live in poverty, in starvation or near starvation, rather than go on public welfare. To go on public welfare has tended (1) to destroy self-esteem, (2) to deteriorate levels of health and well-being, (3) to destroy family relationships, (4) to destroy self-confidence, (5) to have a deteriorating effect on the community, (6) to create an extra burden on the community, especially if the community is already depressed economically, and (7) to involve a high administrative overhead cost.

Green Thumb on the other hand (1) builds the self-respect and community respect for those individuals employed, (2) strengthens family life, (3) builds community pride, (4) creates a better environment, (5) works on social and environmental problems, (6) costs less than welfare per family, and (7) improves the health of the people employed.

Specific Changes in the Bill

Section II (b) (E) will provide employment for eligible individuals who do not have opportunities for other suitable public or private paid employment, other than projects supported under the Economic Opportunity Act of 1964, or under this Act; with priority given to heads of households.

(H) will include such short-term education and training, including On the Job Training as may be necessary to make the most effective use of the skills and talents of those individuals who are participating, and will provide for the payment of training costs and reasonable expenses of individuals being trained, and including a reasonable subsistence allowance; and participants in the program may be used as trainers.

(J) will be established or administered with the advice of persons competent in the field of service in which employment is being provided, and of persons who are knowledgeable with regard to the needs of older persons and participants in the programs;

(L) may be coupled or linked with other Department of Labor programs such as: OJT, MDTA and New Careers so as to provide greater job opportunities for older workers.

WHAT THEY SAY ABOUT

GREEN THUMB

NEW YORK TIMES
Most Beautiful Anti-Poverty Program

THE EVENING STAR
Project Green Thumb
Beautiful for Retirees

CHICAGO'S AMERICAN
Green Thumb Project
Fights Rural Poverty

JOHNSON COUNTY COURIER, Nebraska
Community Benefits From Green Thumb Help

MINNESOTA FARMER
Green Thumb Workers
Build New--Restore Old

"What They Say About Green Thumb"

" Local government officials have told me that this is one of the finest federal programs. The money goes where it belongs--into the pockets of people who need work. "

Congressman Roger Zion, Indiana

" We request the Arkansas Congressional Delegation and the Legislative Commission of the National American Legion, to do all in their power to make certain that this most worthwhile program is continued and expanded. "

Arkansas Department of the
American Legion

" I am deeply interested in and committed to the Green Thumb program."

Congressman Joseph P. Vigorito
Pennsylvania

" Their talents have helped to make our rural communities a much more attractive and desirable place to live. "

Senator John Sherman Cooper
Kentucky

" These older workers have many skills and talents and they do an excellent job in improving their communities. "

Congressman Roger Zion, Indiana

" We are deeply interested in the Green Thumb program and what it is doing for our senior citizens in the rural areas of America. "

Senator Marlow W. Cook, Kentucky

" Through Green Thumb, more of our older workers can be, and should be given new hope and a new purpose in life. "

Senator John Sherman Cooper
Kentucky

" I have been impressed by their hard work in a time when this is not too common. "

Lloyd Makool, Assistant Minister
First Presbyterian Church
Marshfield, Wisconsin

" I think the Green Thumb work has been a wonderful thing for us older men. "

Mr. Tollis Catt, Green Thumb worker
Pike County, Indiana

" Your love and concern of the Senior Citizen has been exemplified through the Green Thumb program. So many have been benefited and have a desire to live knowing they can work and rely on themselves. "

Mrs. Gertrude Baily, Wife of
Green Thumb worker, New Jersey

" I want to commend you on your efforts to mount community support for rural community action agencies and your efforts in conducting the largest Operation Mainstream Program operating in the rural areas of fourteen states, and utilizing nearly 2,400 low-income people. "

Donald Rumsfeld, Director
Office of Economic Opportunity

" Green Thumb has given hope and opportunity to these men. They have the knowledge and skills to beautify America. "

Senator William Fulbright, Arkansas

" I know that many of these Green Thumbers felt they were at the end of the road for future employment. "

Congressman Carl Perkins, Kentucky

" Department agencies are proud to have a part in your Green Thumb program. It would be hard to find anything more sensible than a program which keeps low-income older farmers working on jobs that help bring beauty, safety, and convenience to their communities. "

Clifford Hardin
Secretary of Agriculture

" The Green Thumb organization provides opportunities for senior citizens who do not want or need handouts. They desire to earn their way, instead of being dependent on the state or their children. "

Governor Calvin Rampton, Utah

" The Green Thumb and Green Light Programs have been of direct benefit to thousands of poor. "

Donald Rumsfeld, Director
Office of Economic Opportunity

THE DENVER POST
Tues., March 24, 1970

★

Upstate Beat

Old Age Project Offers New Hope

By Monk Tyson

Poverty's tentacles are deadly when they entwine the elderly—especially those in rural areas. With vigor sapped by age, old folks usually find themselves at the end of the road when poverty strikes.

Hard work, endurance and achievement over the decades develop pride that keeps many oldsters from turning to welfare. Some would rather die in silent disappointment than take what they call government handouts. Others suffer bitter disappointment over rejection by prospective employers. The elderly contend their skills, experience and wisdom equal the energies of youth.

Today, several hundred old folks have found new hope in a program operating under grants from the U.S. Department of Labor. The project is administered by the National Farmers Union. It has expanded into 15 states and is expected to move into Colorado and Kansas in the near future.

Dr. Blue A. Carstenson, 41, whose enthusiasm is endless, is director of the program. It began four years ago as Green Thumb, Inc., employing farmers and ex-farmers 55 years old or older. Last September, it branched out to Green Light, which employs older women.

Average Age of 69

The men, whose ages range from 55 to 94 for an average of 69, work on conservation, beautification and community improvement projects. Employment was found for 3,000 Green Thumbers last year. They work three days a week and can earn up to $1,500 per year.

The women work as aides in a variety of jobs in the community for two days a week and in health and social services for one day a week. Green Light has already found jobs for 230 women and expects to find many more.

You've probably seen old folks retire from hard work and die of the shock that is brought on by idleness. If they're poor, the shock is more massive and debilitating. Poverty forced former Green Thumb and Green Light farmers into retirement. They received an average of $900 per year during their idleness.

To qualify for employment in the program a couple's annual income must be under $2,200 per year if they live off the farm. If they live on the farm, their income must be less than $1,600 per year.

Health Improves on Job

"It's surprising to see their health improve after they find jobs on Green Thumb and Green Light projects," Carstenson said.

Attitudes brighten as the old folks look back on the week's accomplishments and ahead to project goals. A spring returns to their step—so much, in fact, that many go to the dance on Saturday night.

"There is no upper age limit on ability," Carstenson said. "Every rural county has enough impoverished farmers and farm women to start a Green Thumb or Green Light project."

Old timers are on beautification projects in parks from Minnesota to Mississippi, from the East Coast to the West Coast. They'll soon open a cave at Blanchard Springs, Ark., as large as Carlsbad Cavern in New Mexico or Mammoth Cave in Kansas.

Trees, Shrubs Planted

In Wisconsin, Green Thumbers have carried out more than a dozen projects, including the planting of 233,066 trees and shrubs, the building of 93 roadside parks and sodding or seeding 6,000 square yards of park area lawns.

Certainly, we must hire and train our youth in all occupations so that they may step into harness when older workers retire. Education and training enrich the lives of young people.

But too often we turn older people out to pasture—often to poverty—when their skills, wisdom and willingness to work can continue to contribute to the economic, sociological and spiritual needs of society.

49-803 O - 70 - 10

NFU MEETING HERE

Environment, Economy Ag Topics

Denver Post Photo by M. D. Smith
DR. BLUE A. CARSTENSON
Surprising how health gains.

By MONK TYSON
Denver Post Staff Writer

The 68th annual convention of the National Farmers Union (NFU) got into full swing Thursday at the Denver Hilton Hotel as delegates turned their attention to government farm programs, "environmental conservation" and the economic condition of the family-type farm.

Whether stormy weather would cut attendance will be known Thursday. The convention, which began Wednesday and will end Saturday, was expected to attract 2,000 persons from all parts of the nation, a spokesman said.

1965 ACT

The organization is fighting to preserve the Food and Agricultural Act of 1965, which ends this year. NFU leaders have expressed fears of drastic cuts in government subsidies paid to farmers under the act, passed during the recent Democratic administration.

In its recommendation on environmental conservation, a 60-member program committee said, "Ecological balance can best be achieved through maintenance of a family-type agriculture in which crops are rotated, livestock waste isn't in excess of the volume that can be returned to the soil through organic decay, a farm forestry plot is protected and other conservation measures are common practice."

WARNING ISSUED

Unrestrained use of technology has equipped man with the capability to destroy his environment and ultimately himself, committee warned.

The recommendation asked for rigid control of corporate-dominated, industrialized livestock feeding, tighter restrictions on industrial pollutants, expansion of soil conservation efforts, and effective regulation and education aimed at proper use of pesticides and other

On air pollution control, the committee recommended use of a blend of grain alcohol with oil fuel to curtail pollution of air by exhaust from internal combustion engines.

Nor should farmers be made to underwrite the cost of foreign trade, the committee said.

Political leaders from Democratic and Republican parties are scheduled to appear on the program. Tony Dechant, president of the Denver-based NFU, was to make his annual report Thursday night.

*THE DENVER POST Thurs., March 12, 1970

Elderly Rural Folk Prefer Work to Taking Welfare

Elderly rural people want to work for a living. Many would rather starve than accept welfare, according to Dr. Blue A. Carstenson, director of Green Thumb, Inc.

Carstenson also believes work improves the health of these elderly people. His project is designed to find jobs for rural people. Minimum age is 55, and there's no maximum age.

Carstenson, 40, is appearing at the 68th annual convention of National Farmers Union (NFU) at the Denver Hilton Hotel, which began Wednesday and will end Saturday night.

Green Thumb is financed by grants from the U. S. Department of Labor and state and local funds. It is operated by NFU in 15 states and is expanding to Colorado and Kansas.

Average age of the 3,000 persons employed in 1969 is 69, and three Green Thumbers are 94, Carstenson said. They work three days a week, almost entirely in rural areas, on such projects as parks, campgrounds, hiking trails and public buildings.

Last year, the program established Green Light for elderly rural women who work two days a week. The 200 women enrolled in the program work in school lunchrooms, county government, state parks, libraries and numerous other jobs.

Green Thumb started four years ago with the Labor Department grant and is under the Economic Opportunities Act. An elderly man earns up to $1,500 a year at his work.

AVERAGE PAY

The average Green Thumb employe was making $900 a year when he started. Some were making less than the average, Carstenson said.

"It's surprising how the health of Green Thumbers improves after they work a while," he said.

J. P. Stevens, 94, Salt Lake City, Utah, is an example of the older Green Thumb participants, Carstenson said.

"Stevens was in the Alaska gold rush," he said. "He does three days of work every week and goes to a square dance every Saturday night.

"Houston Treat, 64, of Big Flat, Ark., is a shingle splitter. He'll demonstrate his skill at a luncheon Thursday."

Carstenson set up the Green Thumb and Green Light programs. He has also served as director of the National Council of Senior Citizens, technical staff chairman of the 1960 White House Conference on the Aging and consultant to the Senate Committee on the Aging.

"In 185 different counties," Carstenson said, "Green Thumbers continue to build and refurbish 350 parks.

"There is no upper age limit on ability," he continued.

"Every rural county has sufficient impoverished farmers and farm women to start a Green Thumb or Green Light project.

"Many farm people would rather starve to death than go on welfare," he said. "The public welfare system in most rural areas is a failure and a tragedy."

To qualify, a Green Thumber couple's annual income must be under $2,200 if they live off a farm, or $1,600 if they live on a farm.

GREEN THUMB, INC.

JUSTIFICATION

Popularity and congressional support are not enough to justify allocating additional monies to a project today. Money is so scarce that it has to be placed where it will do the most good. A program must have a legislative mandate and meet national priorities. A major program such as Green Thumb must meet many of these priorities effectively and efficiently if it is to gain in public support.

What will Green Thumb do about the problems of increased unemployment?

Will it help find permanent employment for people who have been unemployed for a long period of time?

What will Green Thumb do about the problems of environment ecology?

What will Green Thumb do about helping local government to meet their local commitments?

What will Green Thumb do about the problems of poverty of individuals? Families? For impoverished communities?

Does it really offer economic opportunities for low-income people?

What will Green Thumb do to affect the rural-urban balance?

Does it help provide essential community services such as education, conservation, recreation, and health care?

Does it reach the isolated hard-core poor?

What will Green Thumb do to change the attitudes of employers toward the disadvantaged worker?

Does it help develop new manpower training and placement techniques?

Does it help develop the economy of depressed communities?

How well does Green Thumb tie-in to existing manpower and community programs? Is conflict created by it?

How does the Employment Service feel about Green Thumb?

What does it contribute toward solving the problems of aging?

How do governors and state agencies feel about Green Thumb?

Can it be replicated and adapted to a variety of settings?

Does it meet local needs, and do local communities feel that it is relevant to their communities?

Is it flexible enough to meet local disasters and new priorities?

How great is the need? How many people? Nationwide or limited?

Does the program have a major impact upon the lives of the worker-trainees? health? mental health? attitudes? economic condition?

Does it have significant impact on local communities?

Is the program visible?

Does it have widespread benefits for communities and people?

Green Thumb cannot be measured by a single yardstick. Measurement of Green Thumb and Green Light achievements is even more difficult since the Department of Labor has not been able to complete its study of Mainstream programs or carry out extensive field investigations of its own.

It is clear that the Congress feels that Green Thumb is a popular program. Calls, letters, and legislative history make this obvious. Statements by Governors, Federal Cabinet officials and Presidential assistants, network television and newspaper coverage also give evidence of this. Having popular programs with low administrative costs is helpful, especially during a period when other programs developed are not turning out as well as their originators had predicted.

Green Thumb is a cooperative employment delivery system which is designed to meet the most crying need of the unemployed poor...a job ...while at the same time developing and using the skills, talents, and energies of those people to solve relevant social and economic problems of the society. It also helps them in moving toward permanent employment.

The need for Green Thumb and Green Light opportunities is growing. The percentage and actual numbers of employable low-income people is also growing. The percentage of poor who live in rural areas has increased to nearly helf of the national total.

We have not yet found a rural community that did not have the two elements necessary to justify a Green Thumb program: 10 older and economically disadvantaged poor, and (2) community projects or services which were not provided because of lack of funds and/or manpower.

In a time when coordination and comprehensive planning are key words, Green Thumb has proven to mesh with local and state planning not only in the field of rural manpower but in community action, economic development, tourist development, conservation and recreation planning, and many other areas where cooperation and joint efforts are essential.

There have been two major accomplishments this past year. The first is the effective job development techniques for the older worker by combining Mainstream and On the Job Training. We have placed a great many older low-income workers through our OJT program into good permanent jobs. Despite rising unemployment, rural older Green Thumb and Green Light workers can be placed into jobs at low cost. The average OJT subcontract cost was approximately $265 per placement. The average age of the worker placed is about 60 with the oldest being 83.

The second accomplishment is the development of a sound Green Thumb component program (Green Light) which provides job opportunities for older low-income women and offers a wide range of work experiences - essential community service in schools, health programs, nutrition and food programs, libraries, and other agencies.

Green Thumb continues to pioneer new manpower training work experience, and placement techniques which are significant both to rural and older worker manpower programs.

With the percentage and number of unemployed older workers steadily increasing, new techniques will be needed. The problem of the older worker is an emerging problem. The older poor is the one group of the poor that is increasing both in numbers and percentage.

A key measure of any program is its affect on the individuals involved. Even brief visits with our Green Thumb and Green Light workers reveal the dramatic changes that have occurred in their lives. Almost without exception, older people dramatically improve their self images, their health, and their family and community life when they come on Green Thumb. From a useless, poor, old man or woman they become someone of importance in the community. They have a job, a purpose in living, an income, and self respect. Every reporter, TV camera man, agency representative, or public official who have visited the projects report the same miraculous transformation. It is further reflected in the medical examinations carried out by the doctors each year. Green Thumb and Green Light workers say, "the program has given me new life".

In comparison to welfare, everyone agrees that the expenditure of public funds for the Green Thumb and Green Light programs is better.

Most of our workers are eligible for public welfare, and our program should be weighed by the Federal Government against the alternative of putting these people on public welfare or letting them starve since there are few alternatives left for the older person.

For many rural local governments, the maze of federal and state regulations, administrative and contract problems effectively block much of the federal assistance that is available. One of the reasons that Green Thumb and Green Light is popular at the local level is that they cut through the red tape and are flexible enough to help with most local problems. The flexibility of these programs is also highly desired by state agencies. This past year Green Thumb and Green Light have worked cooperatively with nearly 700 units of state and local governments in the 15 states.

Green Thumb is already deeply involved in the improvement of the environment and ecology of rural areas. These efforts along with the development of beautification and recreation are essential if many rural areas are to recover economically. Rural communities have to be made attractive places in which to live and raise families if a better rural-urban balance is to be achieved.

Through conservation and beautification, Green Thumb has played a key role in improving the economic conditions and bringing several of the poorest counties in America out of poverty. Green Thumb and Green Light projects have had major impact upon the development of

tourism in the areas.

After 4-1/2 years of operation, it remains a program (perhaps the only major program of the Department) that has not had a serious criticism by the press or by Congress. Green Thumb has helped serve as a model for Mainstream. Green Thumb has helped in changing public, governmental and employer attitudes toward older workers and their abilities. Green Thumb and Green Light show dramatically that there is no necessary upper age limit on an employee's abilities.

Now, with our On the Job Training coupled program, Green Thumb and Green Light are again pioneering a new area for older persons' employment programs. A wider range of occupational placements have been achieved in Green Light than in other Mainstream projects. This reflects the wide range of rural needs, the wide range of talents of these workers, and skill in matching the two.

The outreach activities of Green Light and the low-income levels of Green Thumb and Green Light workers indicate clearly that Green Thumb is reaching hard core rural poverty. Because of our recruitment process we cannot "cream off" the best of the potential workers but can reach those in greatest need.

During the past year, Green Thumb and Green Light have proven flexible enough to meet the emergencies of floods, hurricanes, tornadoes, and wind storms - most dramatically with the flood in

Minot, North Dakota and the hurricane in Virginia. Green Thumb and Green Light can operate effectively in a wide variety of settings and cultures from the Arkansas delta and the hills of Kentucky and the plains of the Dakotas and "exurban" areas of New Jersey.

Measured against the narrow objectives of getting jobs for seriously disadvantaged persons, Green Thumb's total program offers new initiative. Measured against the legislative intent, it has shown spectacular achievements far above those invisioned by the Congressional committees. Measured against the broader objectives of the Federal Government and the American public, Green Thumb and Green Light are making a substantial contribution and warrant expansion.

The new states requested by Green Thumb reflect solid state requests while expansion in existing states reflect long standing requests from local government and the recommendations of the State Advisory Committees. Both our Board and Advisory Committees have carefully reviewed the proposed expansion on several occasions. It reflects not only the total need but what we can do to effectively and efficiently help meet that need.

May 1970

ON-THE-JOB TRAINING PROGRAM OF GREEN THUMB

Blue A. Carstenson
National Director, Green Thumb

The Department of Labor provided Green Thumb, Inc., with an experimental On-The-Job Training contract. Following a period of experimentation there has been a major breakthrough of older worker job placements. Through the OJT program, Green Thumb has developed the technique in large number of job placements for older workers, placing 561 into permanent employment, plus nearly 200 more in temporary jobs. This is a major breakthrough.

The fact that substantial numbers of job placements into good paying jobs have been made by coupling OJT programs with Mainstream programs is significant. It indicates that older workers' Mainstream programs need not be "dead end".

The fact that approximately 160 jobs were developed in a three week period in April and May of this year, despite the current recession is even more significant. The average cost per placement in permanent jobs was a little over $300, and subcontract costs averaging $265. This is in sharp contrast with the usual OJT or J.O.B.S subcontract cost of from $1,000 to $3,000 per placement, especially when you consider that the average age of our placement is 59. All of our placements are over the age of 45, and most of our workers are "disadvantaged workers" by

at least two criteria. We have placed a number of workers who are in their 70's - the oldest man being 83.

The wide variety of placements made, as reflected in the attached list, gives an idea of the skills that our Green Thumbers have. A partial list of employers with whom contracts have been written is also attached. The 561 Green Thumbers placed will earn approximately $2 million a year in wages. A check of those persons employed, whose OJT contracts have expired, indicate that about 5 percent are no longer working on the job (usually death or illness). Even those placed without Federal reimbursement show extremely high retention.

The Regional Manpower Administrator called a special m eeting at Green Thumb's New Jersey State Ringwood Park of Employment Service, Rural Manpower, On-the Job Training, other manpower programs, and Green Thumb representatives. He specifically asked our National Green Thumb - On-the-Job Training Director to answer the question, "Why has our program been successful in New Jersey when other programs are failing, especially during this period of high unemployment?" There appears to be several reasons for our success:

1. Green Thumb has a reservoir of available manpower. Several pointed out that so do other Mainstream programs, but that Green Thumbers have a particularly high morale and spirit that is higher than in other Mainstream programs.

2. Green Thumb has a good reputation, hence employers are more willing to accept Green Thumb. For example, in New Jersey nearly all employers approached indicated they had heard positive things about Green Thumb and were aware of it. Very few had heard of OJT.

3. Green Thumb has specialized in approaching the very small rural employer with one, two, five, ten or fifteen employees, most of these employers had never been approached before about OJT placements.

4. Current J.O.B.S. and OJT programs combined with promises of two or three thousand dollars, scares off many small employers as they feel that this is being excessive, perhaps even illegal. In their minds, they are extremely suspicious of that kind of money offer. These employers are often conservatives and are fearful of Federal Government. When we offer the possibility of several hundred dollars to cover training costs, it seems reasonable and fair to them. Six, eight, to ten weeks of training seems much more appropriate to small employers.

For a number of job placements, we should have had more than the $400 maximum allowed under our contract, or the $300 allowed for the last 175 placements. We miss some good placements because of these limits.

5. Many small rural employers have or will have vacancies. We have gone door to door in the rural area and find large numbers

of the employers currently contemplating employing persons. In a telephone canvass for job openings in three rural counties, we found that 42 percent of all rural employers said they would hire now or in the near future. Fifty-five percent said they could use additional persons periodically. On the other hand, only about 7% of the small employers said they had used the State Employment Service, about 2% other manpower agencies, 1% private agencies, and 11% found help through Community Action and Welfare Agencies. Green Thumb is trying to meet this unfilled need by reaching these small employers.

6. We know the men we are trying to place and give job reference. Our Green Thumb OJT workers do not talk vaguely about "an older worker" or "some low-income workers," but they talk explicitly to the employer about hiring one of our Green Thumb workers on one of the crews, or one of our Green Light workers. We know the man or woman. He or she has worked for us, and we can serve as a job reference. An employer has usually seen the work they have done. We do not sell an unknown. What he or she did 20 years ago is not as important as how they perform today on the Green Thumb program. We are selling a man or woman whom we know we can support.

7. Our Green Thumb workers have what the small rural employer is looking for. Employers indicate they want "a man of honesty," "the ability to get along," "dependability," "sobriety,"

"responsibility," "interest in work," "adaptability," and "good health." Our Green Thumber has these plus the fact his motivation is greater knowing he cannot get another job because of his age. Green Thumbers usually work as long as they possibly can, as Green Thumbers have a tremendous range of skills and skill potentials (also see attached list of jobs).

The Green Thumb program enables us to spot these skills. Green Thumbers and Green Lighters learn and develop new skills, and they gain confidence. Green Thumb puts meat on their tables and strength and vigor into their muscles, and help them get back into the swing of working. OJT shapes and develops these men for the particular jobs.

8. We learned that you could not do OJT on a part-time basis. We must have a full-time competent staff as the job development can not be done by low-salaried personnel. There has to be sufficient travel and telephone money in the OJT program because of the vast distances and the large numbers of small employers. It is not unusual that a job developer travels four hundred miles in completing the placement of a single worker, although it can often be coupled with other stops. The small employer cannot on his own develop a training plan, thus must be helped to develop a plan with the assistance o f the Green Thumb-OJT staff.

9. If the small employer wants to know exactly how much money will be forthcoming, the Green Thumb job developer can readily find out by calling Washington. The OJT secretary in Washington can immediately give him the exact amount by checking the DOT code book. She also immediately p repares the contract with the information given by the job developer and the employee, thus expediting the contract.

In using Green Thumb and Green Light workers, OJY has demonstrated the abilities of the older worker by establishing the validity that they are reliable, skilled, safe, steady, and permanent employees. It has also proven to be an effective tool to place older workers when coupled with Green Thumb.

JOB DEVELOPMENT FOR GREEN THUMB
NAMES OF FIRMS
WITH WHOM GREEN THUMB HAS
PLACED OLDER WORKERS UNDER OJT PROGRAM
****

ARKANSAS

Ashdown Mfg. Corp.
(Ashdown)
Dura Craft Boats, Inc.
(Monticello)
Fiber Glass Products, Co.
(Little Rock)
The Magee Co.
(Pocahontas)
Mount Ida Footwear Co.
(Mount Ida)
Roy Evans Printing
(Newport)

INDIANA

Amick Construction Co.
(North Vernon)
Bedford Park Department
(Bedford)
GAG Construction
(Brownstown)
Jasper Park & Recreation Board
(Jasper)
New Central Hotel
Page's Department Store
(Madison)
The Central Pharmacal Co.
Gardner Box Co.
Harley Bag Corp.
Jim's Body Co.
Page's Department Co.
Seymour Auto Supply
Seymour Park Dept.
Swifty Oil Co.
Williams Auto Supply Co.
(Seymour)
Sap's Bakery, Inc.
(Columbus)

KENTUCKY

King Veterinary Clinic
Metropolitan Parks & Recreation
(Louisville)
Jessamine Co., C.A.A.
(Nicholasville)

MINNESOTA

Artic Enterprises, Inc.
(Clearbrook)
Brandon Inn
(Brandon)
Central State Industries
(Fergus Falls)
Clyde Machine Shop
(Glenwood)
Farmers Union Oil Co-op
(Alexandria)
Gorecki Electronics
(Milaca)
Hoffman Co-op Oil Ass'n
(Hoffman)
Lake State Industries, Inc.
(Rice)
Larson Industries
(Little Falls)
Park Rapids Forestry Product
North Star Evergreens
(Park Rapids)
Red Wing Wood Products, Inc.
(Red Wing)
Thurow Industries (Box Mfg.)
(Winona)

NEBRASKA

Allied Industries International Inc.
(Odell)
Lincoln Landscaping Ltd.
(Lincoln)

NEW JERSEY

Central Jersey Farmers Coop.
Association, Inc.
The Presbyterian Homes of the Syrod
(Highstown)
Excel Wood Products Co., Inc.
(Lakewood)
Schweinfurth Florist, Inc.
(Ridgewood)
Voohrees (Florist)
(Union)
Vikoa Inc.
(Freehold)

NEW YORK

Cattaragus Community Action, Inc.
(Little Valley)
Floquil Products, Inc.
Klein Industries
(Cobleskill)
Opportunities for Chenango
(Norwiok)
Village of Schoharie
The Harva Co., Inc.
(Schoharie)
Village of Stamford
D.Steve Rahmas, Inc.
(Stamford)
Storyhouse Corp.
(Charlotteville)

OKLAHOMA

Classic Mobile Homes
(Poto)

OREGON

Harvey D. Roone (Mink Farm)
Universal Rubber Co.
(Salem)
St. Helens Hall Boarding School
(Portland)
Port of New Port
(Newport)

PENNSYLVANIA

Clinch-Tite (Wood Pallets)
(Sandy Lake)

UTAH

Appliance Service Center
(Salt Lake City)
San Viking Mfg. Inc.
(Spring City)

WISCONSIN

Auto-Test Incorporated
City of Neillsville
Clark County Forest & Park Dept.
W.H.N. Manufacturers
(Neillsville)
City of Merril
(Merrill)
Durex Products, Inc.
(Luck)
Fond-Du-Lac County Fairgrounds
(Fond-Du-Lac)
Grimh's Mobile Homes
(Eau Claire)
Harnisch Lumber Co.
(Connersville)
Lucina Lumber Co.
(Cabot)
Neil's Auto Sales & Service
(Altoona)
Portage County Parks Commission
(Stevens Point)
Tri-County Implement Co.
(Stanley)

49-803 O - 70 - 11

JOB PLACEMENTS IN
GREEN THUMB'S
ON-THE-JOB TRAINING AND
JOB DEVELOPMENT PROGRAM

* * *

Total: Permanent Jobs - 565 — Temporary Jobs - 200

Printer
Mobile Home Installer
Floral Worker
Boat Builder
Landscaper
Fancy Shoe Stitcher

Die Cutter
Air Condit. Machanic
Produce Clerk
Serv. Stat. Asst. Mgr.
Building Maintenance
Truck Driver

Bridge Builder
Highway Maintenance
Machinist
Tree Care Specialist
Estate Caretaker
Clock Assembler

Social Workers
Painter
Truck Helper
Waste Paper Baler
Machine Operator
Security Guard

Hotel Cook
Carpenter
Sawmill Worker
Meat Cutter
Lumber Grader
Drill Press Operator

Cabinet Maker
Shoe Inker
Boat Laminator
General Laborer
Grocery Cashier Checker
Sheet Metal Worker

Automotive Partsman
Highway Rest Area
Maintenance
Park Maintenance
Munitions Handler
Engine Mechanic
Holly Berry Picker
& Packer

Community Center Dir.
Forest Ranger
Tree Farm Nurseryman
Gatekeeper
Ass't.Dir. Community
Action Agency
Tractor Driver

Ordinance Manufacturer
Mill Worker
Custodian
Kettle Man
Electrical Cablemaker
Grain Elevator Operator
Box Printer
Linotype Operator

Photo Finish Checker
Pastry Cook
Auto Body Repairman
Animal Farm Worker
Head Start Teacher
Shoe Dye Cutter

Small Appliance
Repairer
Service Station
Attendant
Farmer for County
Home
Woodworking Machine
Operator
Furniture Refinisher
Home Bldg.Carpenter

Spray Painter
Qual.Control-Lumber
Grader
Watchman-Timekeeper
ASCS Aide
(USDA local office)
Clerks
Golf Course Maint.

Farmers' Assistant
Timing Assembly
Worker
Laundry Worker
Wood Ballet Mfg.
Clipper

Maintenance men for churches, factories, office buildings, parks, public buildings, resorts, schools, Community Action Agencies, golf courses, country clubs, Governor's home, nursing home, universities, apartments, mobile home park, new car dealer, State Capitol.

Senator KENNEDY. The thrust of this is to catch seniors 55 and older who are in the poverty fold, at the poverty line. But this does provide at least some flexibility. There is provision to include poor persons who may not actually fall below the official line, with the idea that often they can provide leadership qualities in this kind of a program.

Would you give your reaction to at least that flexibility, including thoes that aren't strictly below the poverty line?

Mr. CARSTENSON. We feel very strongly that the workers themselves are wonderful for recruitment of staff and can provide a number of key leadership roles.

In Green Thumb, we have the working foremen, the area foremen. And many of our field staff were in poverty before they were employed. In fact, right now we are running about 83 percent of our Federal money going into the workers' checks.

If you include those staff members who were poor before they came on to the staff of Green Thumbers and other persons in poverty, it runs up to about 85½ percent, total.

We feel very strongly that not only should they be included there, but one of the other recommendations we make is that the older persons who are involved and employed in the program also ought to participate in the decisionmaking. They have a very useful function on our National Advisory Committee, and we think they can play a useful role in the Department of Labor's Advisory Committee.

Senator KENNEDY. Do you think we ought to have an advisory committee on this program?

Mr. CARSTENSON. Yes. I think we ought to have some elected representatives or selected representatives from among the workers who can serve on that advisory committee.

Senator KENNEDY. Could you suggest how you think it ought to be constructed and who ought to be on it?

Mr. CARSTENSON. I think there ought to be some representatives at large—there should be some people who are expert in the field. And there should be some who are elected from or selected from among the workers in the various programs. And then I think that ex-officio there ought to be some of the other agencies that are involved in this, some representation from these agencies, and perhaps some of the State agencies involved.

Senator KENNEDY. I think that would be very helpful. We might be back in touch with you on that.

Let me ask you about how we go about insuring and equitable distribution of funding between the rural areas, and the urban areas.

Mr. CARSTENSON. This is perhaps the toughest one, because we had the problem over in the Office of Economic Opportunity. And you will well recall the difficulties we had both in terms of the elderly and in terms of the rural poor, the same kinds of problems. The elderly and rural poor are never as visible. They are to the Congres. The House and Senate Members on both sides of the aisle recognizes this. But partly because of the several years of restriction in travel and the youth world and the urban world that bureaucrats tend to live in, I think the Congress has to spell out very precisely what they mean in terms of the distribution between rural and urban.

In terms of percentage, I think you have done it very well in this bill. You have to give direction to the administration in order to

preserve that balance. I think the way you spell it out in the bill is good.

Senator KENNEDY. Mrs. Bauer?

STATEMENT OF MRS. DOROTHY BAUER, DIRECTOR OF SENIOR COMMUNITY SERVICE PROJECT, NATIONAL COUNCIL ON THE AGING

Mrs. BAUER. I would like to express the regrets of our executive director, Mr. Fitch, who wasn't able to reschedule his meetings for this afternoon and has asked me to thank you for inviting us and has asked me to present the testimony.

The senior community service project of the National Council on Aging employs approximately 572 older poverty-level workers in 11 communities throughout the country. In a balance of urban and rural areas, approximately 57 types of part-time jobs especially designed for older workers in community service have been developed.

In the 81 participating agencies, the emphasis on job development has been the expansion, initiation, or enrichment of human services. The project has demonstrated stability, through low turnover rates, continuity, through the persistence of employment where we have approved job descriptions, and demand, as more agencies have expressed their desire to participate in the program and present work sites continue to request additional aides.

Since this is a demonstration project, the NCOA project staff has placed the emphasis generally on the development of innovative jobs which had not been performed by older persons in the past. We therefore tended to avoid such jobs as teacher aides and foster grandparent types of activities, as the value of such nonprofessional aide positions had already been demonstrated.

The jobs created in the 11 communities include such activities as home repair, where the homes of elderly poor receive repairs that the residents could in no other way afford. Suicide-prevention aide positions have been created, where the older worker receives formal training in talking with the potential suicide victim. Geriatric service aides in hospitals provide services to the elderly patient, both onward and in helping to prepare the patient for return to his community. Legal-service aides help families and elderly persons resolve their problems with other agencies, groups, and landlords, through assisting them to obtain the services they need and to which they are entitled.

The older outreach worker provides information regarding available services for family needs and makes referrals to these services. The older worker has proven to be particularly successful in relating to the elderly poor, who often would not relate to the younger professional person.

Employment security, protective services, homemaker and consumer education jobs are a few of the other positions especially created for the older worker.

In relating our job development to community needs, as well as to major problems of social concern for both the poor and elderly poor, several types of placements have proven to be particularly successful. These three areas are:

(1) Social security offices—where our experience has demonstrated the ability of the older worker to assist in the functioning of the Social Security Administration through outreach services, bilingual reception duties, the review of vital statistic records to determine eligible beneficiaries, et cetera.

(2) Housing authority—where we have learned that the presence of the older worker results in an expansion of services and in many instances the initiation of previously unprovided services.

(3) Food and nutrition—where, through the work of the senior community service aides, in one area alone there was an increase in the distribution of surplus foods from 2,600 to 43,000 families.

Realizing that food is beneficial only if it is eaten, the project staff contacted several extension service offices in the areas where there was a surplus food or stamp program and designed a nutrition-aide position to assist families in the proper preparation and serving of surplus foods.

The extension service in two areas—Maine and West Virginia—provided nutrition training and supervision to these aides, who in turn work with the families receiving surplus foods.

Regarding S. 3604, the Older American Community Service Employment Act, we strongly support this legislation, as it is only through a national program that the experience and knowledge gained through our demonstration project can be put to effective use in fulfilling the needs of the older person, as well as the needs of communities for services. The concept and need are confirmed by our project experiences.

While we feel that part-time work, 20 hours per week, is appropriate for older workers, we wish to point out that many of our aides request full-time employment. Our impression is, more often than not, that their desire to work full-time stems from income needs, especially for the 55- to 65-year-old age group. This is also important for them to fill out the needs of quarters that they work to receive social security benefits.

There are many instances where such persons have gone on to other full-time employment, which would have been impossible prior to enrollment in this project. The reasons for this are:

(1) Employment in this project often helped the older workers to regain lost or latent skills.

(2) Employment helped them to develop personal confidence to enter the normal labor market.

(3) Employment in this project demonstrated to other employers the capabilities of the older worker.

In this program we strongly support emphasis on the employment of low-income individuals. Our concept of the Older American Community Service Employment program is that, while new community services will be provided through the program, it also provides for supplementary income for older workers and thus constitutes an additional option for our elderly to maintain themselves in their advancing age. We see the program as a direct and parallel companion to the retired senior volunteer program (RSVP). The Older American Community Service program provides the low-income elderly to contribute constructively to their community, while RSVP allows for the more affluent retired person to contribute to the community.

Thank you.

Senator KENNEDY. Mrs. Bauer, when we had the hearings on the Older Americans Act, we were told there were approximately 1 million older Americans who would be interested in participating in the RSVP. How many elderly persons do you think would be interested in providing services to their community part-time?

Mrs. BAUER. In RSVP?

Senator KENNEDY. No; those who would be interested on a paid basis as well as volunteers. Is there any way you could give us the number of those who would be interested in pay services?

Mrs. BAUER. I don't know if there would be any way.

Senator KENNEDY. Just approximately. We have been given "1 million" in terms of RSVP. Do you think it would be more with pay?

Mr. CARSTENSON. Much more. The figure I have looked at and have been struggling with, and one of the things that you really don't know until the new census comes out, is to get some accurate figures. But if we really did a job, there could perhaps be maybe 4 million or even 4½ million that would do it on a part-time basis because of need and would meet the poverty guidelines.

In addition, I think a million, a million and a half on a volunteer basis is possible. That program really hasn't gotten underway, so we really can't project too much more than what you would guess-timate. But the need is certainly out there now for jobs.

What you are talking about in the bill is not full 3 million, but it is to give us a good start. You don't just create a program like this overnight to serve 3 or 5 million people. If you get a good start in this, you can also open up jobs with other fields. We have seen this in State governments and industry, to get many of these, 4-to-5 million, to help them open the door to get into private industry and local and State government.

Mrs. BAUER. I am sure everybody else here has had probably the same kind of experience we have had. That is that we have had from 10-to-12 applicants for every one of the jobs that we had.

Senator KENNEDY. Qualified applicants that could fill these openings?

Mrs. BAUER. Yes, the qualified that could meet all criteria. We have had a very low number percentage-wise who would like to be involved at a volunteer level.

We have been informed, however, that this could be part of the intandem sort of operation of including older people.

Mr. JEFFREYS. When Congressman Brademas asked for an estimate when we were testifying, I came up with that 1-million figure. And I would say that in answer to your question today, that I would be pretty close to Blue's figure of serving 5 million people within a few years. I think there are potentially that many people who would be interested.

Miss NATHENSON. We have had to stop talking about the program much as we would like to talk about it, because we get so many people who are actually qualified—they meet the poverty-income levels, they want the jobs—but we can't possibly begin to put them to work; we don't have the job slots.

In one community we had some 500 people applying for jobs, and we only had 60 job slots. We have an average of 7-to-9 as a whole,

and they run anywhere from 5-to-200 applicants that are available for jobs if we had the money to fund slots for them

Senator KENNEDY. Mrs. Savage.

Mrs. SAVAGE. Yes, I wanted to say that I thought Dr. Carstenson's figures were very good, based on an average of 20 million senior citizens in the country and approximately 4-to-5 million over age 55 who would be eligible for participation in a part-time program, with the understanding that many of the people in the age bracket from 55 to about 64 would be looking for a full-time job.

The part-time community service is excellent for those people who find it difficult to work full-time, to do all of the necessary chores at home, to travel.

Transportation is a serious problem for our senior aides.

While their earnings are limited, it does supplement their Social Security.

Senator KENNEDY. Mr. Jeffreys, I know you have some words to present. We are really running into a time problem here. I want to give some opportunity to the participants in these programs.

So if we could, I would like to submit your statement in its entirety into the record.

STATEMENT OF DAVID JEFFREYS, DIRECTOR, NATIONAL AFFAIRS, NATIONAL RETIRED TEACHERS ASSOCIATION, AMERICAN ASSOCIATION OF RETIRED PERSONS

Mr. JEFFREYS. Certainly.

Senator KENNEDY. I will ask you a couple of questions.

Is your experience in terms of absenteeism about the same as was commented about earlier?

Mr. JEFFREYS. I think we have an excellent record [illegible]bsenteeism, along with some rather thrilling stories of enrollees [illegible]our program reporting for work after a hurricane hit Jacksonvill[illegible]a., and other stories where our enrollees showed up for work when regular employees of the agencies did not.

Senator KENNEDY. I don't know how you get into it in your testimony, but I think anything you could submit on those points strengthens our position.

Mr. JEFFREYS. We will have a considerable amount of material to submit for the record going into some of those areas.

Mr. CARSTENSON. We did check the health records of Green Thumbers over a period of time. We found that their health did improve after they were employed by Green Thumb. I don't know what this means for us 5 or 10 years hence, when we get healthier. But we have two men who are 94, and they are still going strong. So we are looking forward to a great future.

Senator KENNEDY. Let me ask this, Mr. Jeffreys, on a different subject. Could you tell us about where we are on the planning of the White House Conference? Are you aware of what is being done at the present time? Do you have any ideas of what is going on, and do you have some suggestions or recommendations?

Mr. JEFFREYS. We do have some idea of what is going on, because our association, as is true of the other associations represented at the

table this afternoon—we are serving on some of the ad hoc advisory committees.

The White House Conference planning, we feel, seems to be quite a bit behind schedule. Blue and I both had the pleasure of working on the 1961 White House Conference on Aging. I think at this stage for that conference we were much farther ahead. The advisory committee has not yet been appointed. Commissioner Martin says that the appointments can be expected almost momentarily.

Some planning is going ahead with very inadequate funding, of course. But planning is going ahead, and many of the States seem to be moving ahead with planning for the White House Conference while they are still waiting for guidelines to come out from the Administration on Aging.

They feel that they can't wait but must go ahead.

We are pleased that a big effort is going to be made to involve older persons themselves in speaking out on what they feel the problems are. But, on the other hand, we feel that in the hundreds and hundreds of recommendations from the 1961 White House Conference, recommendations which have not yet been implemented, in the preamble to the Older Americans Act and the preamble to the joint resolution which calls into being the 1971 White House Conference, there is ample material already available on the needs of the older people.

We would like to see the conference focus more on the strategies for meeting some of these needs.

Could I make just one comment, Senator, if I may, in relation to your bill?

We hope that there will be some provision in S. 3604 for a goverenmental-volunteer partnership in this whole matter of employment opportunities for older people. We have had a very good experience in our senior community service aide program, and we see some real potential of tying it in with another venture in which our two associations, the Retired Teachers and Retired Persons Associations are now engaged. We have given impetus to the development of a private temporary employment service involving older people.

If I had to capsulize it, I would save to say it is a Kelly Girl or Manpower service, but it involves older persons. It is operating now in 13 cities around the country. It is placing an average of 500 older people a week in paid employment with any fee being paid by the employer rather than by the older person.

All of these jobs are in the competitive job market. But we have about 4,000 positions which have been made available to us, which we can't fill because we do not have qualified older people to fill these jobs. We think a good deal could be done through S. 3604 to help train people in community-service-type positions to then move on through placement, through some other related agency in competitive, paying jobs.

(The prepared statement of Mr. Jeffreys follows:)

TESTIMONY

of

DAVID JEFFREYS
DIRECTOR OF NATIONAL AFFAIRS

NATIONAL RETIRED TEACHERS ASSOCIATION
AMERICAN ASSOCIATION OF RETIRED PERSONS

BEFORE

SPECIAL SUBCOMMITTEE ON AGING
SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE

on

OLDER AMERICAN COMMUNITY SERVICE EMPLOYMENT PROGRAM

JUNE 15, 1970

(163)

My name is David Jeffreys and for the past 10½ years I have had the pleasure of serving on the staff of the National Retired Teachers Association and the American Association of Retired Persons. We are a voluntary, non-profit organization with a combined membership of 2,194,876 older persons as of June 1. In this time of business decline, we are proud to say that we are a growth industry and that we enrolled 73,772 new members during the month of May. Our more than 1,800 local retired teacher units and AARP chapters cover every state in the union and virtually every Congressional District.

It is a privilege to represent our Associations today in support of S.3604, the Older American Community Service Employment Act. As you know, Mr. Chairman, our Associations have had a keen interest in programs of this nature and have testified in their support on numerous occasions. We have seen strong evidence of their impact on the economic, social and mental health status of the older persons employed in these programs, and at the same time we have seen their impact for good on the agencies and the communities served by the older persons.

After testifying in support of these activities from an academic or a philosophical point of view, it is good to speak today from the added vantage point of experience. Our Associations are presently operating three projects which have a direct relationship to the content of S.3604. I would like to point out that our Associations are not dependent on government grants, but we felt a responsibility to share our knowledge and resources in this essential effort. Our Associations are investing many

thousands of dollars in cash and in-kind services to make these projects as productive as humanly possible.

These projects, for which I have overall responsibility on the Association staff, can be described briefly as follows:

1. Project WORK, in California, is funded by the Long Beach Commission on Economic Opportunities at an annual figure of $98,000. It has been in operation since the summer of 1968 and is essentially a community service aide program.

Some of our 43 enrollees are providing critical and otherwise unavailable manpower to a wide range of public and voluntary agencies, while others are involved in a broad program of outreach to the many disadvantaged older persons in Long Beach. A simple but comprehensive directory of community services for older Americans was produced by the Project and is an important resource in the outreach aspect of the program.

2. Project Late Start is funded to us through the Office of Economic Opportunity. Initially this research and demonstration grant was for a six-month period, but it has just been refunded for a full year.

Late Start operates in four communities - Augusta, Maine; Brownsville, Texas; Charlotte, North Carolina; and Toledo, Ohio. The project provides an adult education opportunity for older persons whose low income can be largely attributed to their lack of education. It acquaints them with the community resources and facilities with which most of them have not been familiar. There is also a nutrition and physical exam component in the project.

Each Late Start class consists of 38 persons, who receive a ten-week training program. We reached 304 people in the

six-month project and should help 612 in the year ahead, but again we are just scratching the surface of need in this area. This project is not an employment program, but the students receive a daily stipend to defray out-of-pocket costs for transportation and meals.

Late Start has changed the lives of many of our students In addition to the new experience and increased understanding of their community and its opportunities, many have received tangible benefits and, for some, paid employment. Late Start has also had a beneficial effect on the four communities. Many of the agencies and organizations which have been involved in this venture have become sensitive to the needs of older persons for the first time and they have altered their programs accordingly.

It is easy to see that an educational program of the Late Start type could tie in most effectively with the community service employment program proposed in S.3604.

3. Our major project is the Senior Community Service Aides program, funded for $738,000 by the Labor Department through Mainstream. This contract has about two months to run. We feel that the experience to date warrants an additional period of funding

This project is operating in six cities - Kansas City, Missouri; Cleveland, Ohio; Louisville, Kentucky; Atlanta, Georgia; and Jacksonville and St. Petersburg, Florida.

We began with funding for 313 low-income enrollees. By taking advantage of our established structure and our many local contacts, we were able to save a considerable amount of administrative funds and to reallocate it to add 120 additional enrollees to serve in the suburban and rural areas around our cities. As we near the end of

the first project year, we are now back to the 313 figure, with these aides having contributed to the vital service programs of 196 community organizations and government agencies. Permanent paid positions have been located for 92 enrollees, and 65 other applicants for the program have been placed in jobs.

We can see a great need for this program to continue and we are hopeful that it might tie in with Mature TEMPS, a new venture which was started under the impetus of our Associations. Mature TEMPS is a temporary employment agency, now operating in 13 cities and placing about 500 older persons each week in temporary jobs in private employment without cost to the older person. However, at this point Mature TEMPS has over 4,000 job requests from the business community which it cannot fill because there is a shortage of certain critical skills among the people in its files. I would like to propose that the skills which could be learned or updated and the confidence which could be rebuilt in a community service employment program as proposed in S.3604 could well be put to permanent use through placement by Mature TEMPS. In the final language of your bill, we hope that there will be provision for a private-public partnership of this type to be implemented.

We have been informed by the funding agencies that all three of our projects have been eminently successful. We have been assured that all three have attracted wide community interest and much favorable publicity, centering on the older person continuing to serve his community through these projects.

Major factors in the success of these projects have been the cooperative spirit of the government officials involved, the splendid help of the local agencies and the high caliber of the staff members who have directed these projects.

Of our three project directors, two are themselves retirees. The third, we are pleased to say, received his graduate training in gerontology through a program funded by the Administration on Aging of HEW. In the ten cities where Late Start and the Labor Department projects have been operating, seven of our local directors have also been retirees. And they are so good that we're losing them! Our director in Kansas City is moving on to a high level teacher training post at the University of Missouri. Our director in Augusta may someday sit up at your committee table. He has recently resigned from our staff to run for the legislature in Maine.

There is much more that could be said about the great need for the continuation and expansion of projects such as these, which are seeking meaningful roles for America's older citizens. The material we are submitting for the record will document our reasoning.

Now, however, I would like to introduce two of our enrollees to give you their own accounts of these projects and of their meaning in human terms.

First, from St. Petersburg, I would like to introduce Mrs. Rosa Pryor, a participant in our Labor Department project. Next, from Augusta, I would like to introduce Mrs. Hilda Doten, a graduate of Project Late Start.

Their remarks will conclude our testimony, Mr. Chairman, and we are most appreciative of this opportunity to register the support of the National Retired Teachers Association and the American Association of Retired Persons and our more than two million members for your bill.

Thank you.

Miss NATHENSON. The public employment services are finding that these people are coming in now. They are very much interested, and people who can't be placed in our program now are often placed by the public employment service in the regular labor market.

Senator KENNEDY. Ladies and gentlemen, would you care to introduce your elderly participants in the demonstration projects?

Mr. CARSTENSON. Thank you, Senator.

The first is Alcenia Myles, who is from Newport News. She is a senior aide. She is a Green Light worker, and she works in Outreach Service in conjunction with the Community Action Agency.

She is 70 years of age. She handles her crew of six women Green Light workers, and she does a wide range of jobs in community service.

The second person is Reddrick Strickland, who is a Green Thumber. He is from Rochester. Some say he is 78. I checked his driver's license, which is in full force. He is 88 years by the driver's license, and he has just completed some driver education recently and is a very excellent Green Thumber who works down in Newport News Park.

Mrs. BAUER. I would like to introduce Mrs. Jesse Sauve from the Bronx, N.Y. Jesse is an aide in our porject and is assigned to a storefront operation in the Bronx. She will tell you more about that.

Mr. JEFFREYS. We have two of our participants. The first is Mrs. Rosa Pryor, from St. Petersburg, who is a participant in our Labor Department mainstream program. Then we have Mrs. Hilda Doten, from Augusta, Maine, who is a graduate of our Project Late Start.

Senator KENNEDY. I want to welcome you to this committee, and I want to say how delighted we are to have you here today. I think you are the real experts on these programs.

Although I have not been around in the Senate very long, I find that the longer I am here, the people we should be listening to more and more are the people who are actually participating and involved in the programs. Their comments are most useful and helpful.

So we want to say how delighted we are to have you here.

Unfortunately, there is sort of a time bind. I would like you to make any brief comments yourselves, and if you have longer statements, we can make them part of the record. But I think you have at least some kind of a feel for what our approach is on this legislation.

We are interested in how you regard this legislation. That is, whether you think it is something which makes sense to you and to some of your colleagues who perhaps today don't have the same opportunities in terms of involvement that you have had. We are interested in that.

Mrs. Doten?

STATEMENT OF ELDERLY PARTICIPANTS IN DEMONSTRATION PROJECTS: MRS. HILDA DOTEN, LATE START, AUGUSTA, MAINE; MRS. ROSA PRYOR, SENIOR COMMUNITY SERVICE AIDE, ST. PETERSBURG, FLA.; REDDRICK STRICKLAND, GREEN THUMB, NEWPORT NEWS, VA.; MRS. ALCENIA MYLES, GREEN LIGHT, NEWPORT NEWS, VA.; AND MRS. JESSE SAUVE, COMMUNITY AIDE, BRONX FOUNDATION FOR SENIOR CITIZENS, BRONX, N.Y.

Mrs. DOTEN. I am going to read what I have to say.

I was born and brought up in Augusta, Maine, being the oldest of nine children. Therefore, my education was ended with the eighth grade.

With four children, two boys and two girls, my life consisted of football, baseball, band concerts, and dance recitals, besides with helping with my husband's small grocery store. My life was full and happy.

Suddenly the children got old and left. That hurt, but it was expected. My husband sold his store and planned retiring and a relaxed life of living on his social security, when he was taken sick and passed away. Then my world crumbled.

I didn't want to see anybody. I didn't want to go anywhere—our children being all out of the State, having families of their own. I didn't want to be a burden to them.

Finally, coming out of the hospital with nothing physically wrong and home alone, I saw an ad in the paper about Project Late Start. I made a few phone calls and inquired about it. And they told me I was welcome.

Then if I drove a car, I would pick up a few passengers who lived in my neighborhood. When the time came, I was tempted not to attend. But having promised to pick up those people made me go.

I made many friends. It built my courage, my self-confidence, which I had lost.

Then I decided to get a part-time job, to help with my income, which was very low.

I was working for W. T. Grant Department Stores, until I was given notice my the national council and was offered employment with them.

Late Start is a program that has helped me and many others. It has got them out of their little rocking chairs and people like them who were lonely with nothing to do, no place to go.

I know that out of the Project Late Start, 22 took the Red Cross course. We met once a week for 10 weeks.

Then there is another program, the second phase, and they started an arts-and-crafts class, which they opened every week with ladies that couldn't knit or crochet.

They had a display shop and also sold what they made, on a 65 to 35 percent ratio basis.

There was another gentleman who had taken to drinking from loneliness and now is in one of the senior center clubs, which are opening from our Late Start.

I am telling you, this is a lifesaver. Our office has many calls from people outside of the area who want to get into this program. There

are about 65,000 senior citizens, low income, that would benefit from this program.

Thank you.

Senator KENNEDY. Thank you very much.

Is there anyone else who has a brief comment or statement that you would like to make? Or should I ask you questions now?

Mrs. PRYOR. I am Mrs. Rosa Pryor from St. Petersburg, Fla. I would like to talk about my background.

I am a mother of seven children and have about 13 grandchildren. I have a son who has a Ph.D. degree in music. Another daughter is a principal at a high school in Westchester. Another son is working on his doctor's degree at the University of Michigan. And another son is working in the Federal Government with the youth development program from Miami. The other two sons are businessmen.

To start with, the program has meant to me a door of hope. My hardship started back in 1961, when my husband had back surgery. At that particular time he was employed as a "handicap." And up until last year he worked in that capacity. Then he came down with uric-acid poisoning, which damaged his nerves and muscles in the body, so he is permanently disabled.

To talk about some of the things that we do, I was hired as a driver's aide, but I performed many duties other than that, due to the understaffed center. We operate on the basis of what a few volunteers we have and a few aides that we have to come in. So we take our people on trips.

We have a program such as Meals-on-Wheels, which goes into the homes, to the elderly people that can't prepare the meals for themselves.

The center is under the supervision of two nurses at all times. I think the center is very important to have for the senior people. We do have some there at the age of 94, some at 84. The youngest, I think, is about 67.

We have a program set up, such as on Wednesdays and Thursdays, which is an entertainment day, like a sing-along session, and our regular musical recital program on Wednesdays.

I do think it can be proven—it has been proven—that people past 55 can perform duties in industry if given a chance.

We also have our arts-and-crafts program. In addition, many of the people who come into the center are very poor or they don't have decent clothes to put on. Then we have clothes donated by other civic organizations.

As I say, I perform many duties. I do manicuring, hair washing, hair styling, what have you.

Then I pick up the participants and take them home in the afternoon.

Senator KENNEDY. Thank you.

Mrs. Sauve?

Mrs. SAUVE. My name is Jesse Sauve. I am a senior community service aide employed with the Bronx Foundation for Senior Citizens of the Bronx, N.Y. Although in my testimony today, I am speaking primarily for the Bronx Foundation for Senior Citizens, I come with full encouragement from all senior aides employed in the National Council on the Aging's senior community service program, as well as for those elderly persons which this vital program serves.

As a community aide working at the Bronx Foundation Storefront Center, I assist the director, Mr. Fred Yaeger, in providing outreach and referral services for the older population of the Bronx, N.Y. As a result of this program, I have been able to provide assistance to older persons who could not have been helped in any other way.

For instance, many elderly persons have come to the storefront seeking help for problems pertaining to welfare, health, medicaid, medicare, housing, employment, nursing homes, et cetera.

To cite an example of my work, in New York City, when an older person was eligible for medicaid, he had to travel by bus and subway to the midtown medicaid office and wait in line for many hours or return home with an extremely complicated medicaid application. When we were told about this problem, we contacted the medicaid office to inquire about speeding up the process so that older persons could receive their medicaid services in a shorter period of time.

The normal procedure for processing applications takes 2 weeks, but we have been able to arrange for applicants to receive their needed cards within a week's time.

Since the problems that arise are similar to those that we, as senior citizens, have faced ourselves, we have been able to add more personal understanding to our services. In my work at the storefront, I have learned that other public agencies often reject older persons who have problems, but we work with everybody who comes to the storefront or who telephones us.

The senior community service program is significant to me because I have an important job in the community. As a widow living solely on social security, it was impossible for me to live with dignity before my employment in this program. I now have additional income to help me meet the high cost of living in New York City. And for the first time in my life, I am helping other older persons with their problems. This job is important to me because I know that I am needed by the people in my community.

In conclusion, this program has demonstrated time and time again that older people can work and want to work and can contribute to society. There are too many unmet needs of senior citizens that go unanswered which can be met by passing laws to continue this program.

Thank you, Mr. Chairman.

Senator KENNEDY. Mr. Strickland, would you care to make any comment at all?

Mr. STRICKLAND. I would like to say first that I am glad to be here.

My name is Reddrick Strickland from Virginia, and I am 88 years young last March. I am indeed glad to be here.

Again, I am glad to see all of you ladies and gentlemen of this panel.

Mr. Ted, I am so happy to see you. I have heard so much about you and seen so many pictures. I just love the whole family, and I am glad to see you here today. It is a great experience for me to look at you.

I want to say a few words about Green Thumb.

I lost my wife with cancer, that killer, in 1954.

I retired along about that time. After I retired, I did have a hard time seeing her leaving me like she did. I could not find a job anywhere.

With the little money I was getting on my social security, I could hardly make it. I rambled, and I rambled until I heard of the OEO programs, which included Green Thumb.

I went to the office. They signed me up. With God helping me, I have been with them ever since.

Gentlemen, I want you to know, at the time that they signed me up, I had two boys. They were so bad, I didn't know whether I could work with them or not.

But, anyway, I started to work with the Green Thumb. Shortly after I started to work, these two boys left me. I do not know where they went. I didn't ask where they went. But these two boys left me. And when they were with me, I couldn't get my hands to the back of my head. But working with the Green Thumb, I said, thank God to the Green Thumb and thank God to the staff.

Those two boys left me, and the name of the first one was Arthur and the second one was Ritus. You put them both together, and it meant arthritis was in my arms.

At my age, I believe that Green Thumb is the reason I am living today. If it hadn't been for Green Thumb, I believe I would have faded away.

Now, some of my bosses this year—and I don't mind saying this before them and behind their backs—thanks to my bosses, Green Thumb, and thanks to the staff, and if I get away from the Green Thumb, they are going to fire me. I am not going to quit.

Yes; we have worked, we have set out flowers, we have set out shrubberies, we have pruned shrubberies, and we have sown lawn seeds and we are still going to town.

We have 145 projects. I believe everybody from coast to coast loves their work. They love their job. I have been there, and I have seen men a little bit younger than I am pass away. But I am still here by the help of the Master.

So, what I say in conclusion, I love the Green Thumb, and I believe the Green Thumb cares for me just as much as I do for the Green Thumb, because of the attitude that she has shown me. They have respect for me. They have cared for me, and I am going to stay with the Green Thumb until God from on High calls me.

Thank you.

Senator KENNEDY. Thank you very much for that excellent and sensitive statement. Mrs. Myles, we are interested in what you have to say.

Mrs. MYLES. I was born in Newport News, Va., some 70 years ago. I will be 71 this coming September.

Recently I had lived on social security, and my social security was really insufficient. So I had to look for a job.

When Green Light came about, I was happy to apply for a job as a Green Lighter.

In our office we have six Green Lighters. They range in ages from 63 to 83. We do outreach work. We work in centers. And in the centers we work with children.

We help with the children whose parents are at work and they have no place to leave them. So they leave them in the centers. There we teach them manners. We help feed them and whatever is necessary.

Recently people have been sending us clothes, and we have seen these things and made clothes for the underprivileged children.

Then we do outreach work. We go out and find seniors, people who need referrals and need rehabilitation, need to go to different doctors, need housing and things of that sort.

It has been a pleasure for us, a privilege to us.

Financially, it has meant much to the Green Lighters. Culturally, it has meant much to us. We are really pleased. We are sorry we don't have but six of us, because there is a need for 56, because in our community the people are really poor. They need us. We need them, and they need us. It has meant much to us working with them.

Thank you.

Mr. GUEST. Thank you very much. Senator Kennedy has been called away briefly but will have a chance to study the full record.

Does anybody want to add to what has been said?

Mr. Strickland?

Mr. STRICKLAND. Yes, I would like to say this.

I was going to let this point go. But I will say it.

Since I have been with the Green Thumb, I can go to church looking like a man. I can go to the office looking like a man. And they have done great work for many, many men and women.

That is what I would like for you to know.

Mr. GUEST. Does anybody else have any further comment?

Minority counsel?

DISPLACEMENT OF PRESENTLY EMPLOYED

Mr. MILLENSON. I have a question, if I may. Any of you may wish to answer, or all of you may wish to answer.

We have other programs in Federal programs somewhat similar to this. One of the concerns that has been expressed to the Congress is whether the type of work you would be is displacing somebody else.

In other words, if you don't do this, would they be hiring somebody else to do it? Are you displacing other workers? Is this something that has been added that has never been done before?

Mrs. MYLES. Our particular wark is not displacing anyone. It has never been done before. This is something new in our community.

Mrs. GUEST. Mrs. Sauve?

Mrs. SAUVE. I think that the younger people would not be so much interested in the elderly.

As I said, we faced the same problems. We understand it. So I don't think we are replacing younger people.

Mr. GUEST. So then there is no danger, as some might worry, that your type of work is displacing other people?

Mrs. SAUVE. I don't think so.

Mr. GUEST. Thank you very much.

Mrs. Doten, you mentioned that you heard about the program by an ad in the newspaper. I think it might be interesting to the committee to know how the other four of you first heard about the service.

Mrs. PRYOR. As I said previously, the program is an outlet to me. I had reason to seek an outlet from my home.

Mrs. Burnett, who lives a couple of doors down the street from me, is one of the directors of the Senior Citizens Community Service Aide project.

Since I was qualified—I had a high-school education and was past 55—she asked me to go down and fill in my application. So I went down and applied for the job. So I am quite sure I am not replacing anyone.

The only thing I do not enjoy out of the program is that all of these people seem to be so unwanted. For any way that I can assist I try to help—that is why I perform duties other than that which I was hired to do, because we are understaffed. We don't have the money for the facilities to house the people that we do have. We don't have a permanent location.

As of the present, we are seeking the Board's decision now to find a permanent location, wherein we can perform a better job in trying to get more people to come in.

So far as the Meals-on-Wheels is concerned, we must have 500 people on that list. But, due to the improper facilities, we just can't accommodate them.

I am hoping that the program will still go where we can be able to continue the work there. I think it is just marvelous, for myself and the participants.

Mr. SAUVE. I happened to pick up the paper one day and saw where they were going to employ 42 people in the Bronx to work under this program. So I applied for it. I needed the money.

As I say, I live on social security. I certainly can't get by on that.

So I applied, and I was fortunate to be taken on. They trained us in social work, and I feel that I have done a lot for the senior citizens of the Bronx.

Mr. GUEST. Had you tried to get other employment before you were successful in getting employment in this program?

Mr. SAUVE. No; I was too old. They wouldn't give me a job.

Mrs. MYLES. Even though I was old, I had tried to get a job. I saw in the paper where there was going to be some employment for older people, that you were supposed to write to the Congressman.

So I wrote to my Congressman, and he answered promptly and refered me to welfare. So I went there.

They took my application. That application stayed on file for 1 year. In the meantime, they were asking for aides for medicare.

So I went out as an aide, getting names and addresses for people over 65 for medicare.

From that, OEO came into existence, and I got a job through them. Being the age that I am, of course, I had to step down for a younger person. And then Green Thumb came by.

Mrs. PRYOR. I would like to say this, too.

I was talking about how much I enjoyed the program. I really do enjoy the program. But I needed the money to supplement my husband's social security, which you know it can't be too much.

Mr. GUEST. How did you first hear about the program?

Mrs. MYLES. Mr. Strickland has said he heard about it through OEO.

Mr. STRICKLAND. The points I have heard were very good, and I came through the very same channels. I had tried other work. And on account of my age, I didn't want to sit down. So I went 68 miles from home and found this OEO job.

From then, that is where I got signed up, and that has been 3½ or nearly 4 years ago. So I am there to stay.

Mr. GUEST. Are there any further comments that anybody would like to make?

NON-FEDERAL SUPPORT

Mr. MILLENSON. I should just like to ask one more question. Perhaps you can help the committee by putting this in the record.

This bill provides that the Federal Government puts up part of the money, and then a local State government or some local organization would put up the rest. It provides that 90 cents out of every dollar will come from the Federal Government, and the other 10 cents from the local source. Of course, it still means that that local source must provide the 10 cents.

Do you feel there is enough interest in your own communities that some local government or private organizations would take up on that?

Mrs. DOTEN. I wouldn't know. I couldn't dare speak for my community. I wouldn't know a thing about that, because I have not been with the program long, only since January. I don't know too much about it.

Mr. STRICKLAND. I would not have any comment on that until I talk it over with my foreman.

Mrs. MYLES. I should think so. In my particular area, we have the new shipyard. We might be able to get some aid from them. Then we have the International Longshoremen there. We have the waterfront projects and things like that. I am quite sure that we could interest some of them, because they see the need for this program.

Mr. MILLENSON. They would be getting a pretty good value for their 10 cents.

Mrs. SAUVE. I am hoping that we can get the money that we need, because they really need the storefront in the Bronx.

Mr. MILLENSON. In New York, I know Mayor Lindsay found storefront operations to be quite successful.

Mrs. SAUVE. Ours has been very successful.

Mrs. PRYOR. We do get very large donations from various civic organizations and some private industry. We got last week maybe over $1,000. The contributions are coming in. The only thing we do need is the support of this program to be refunded so we can staff the place. We are going to make a go of it.

Mr. MILLENSON. Then you would say it is a fair conclusion, at least in your community, that they would say to the Federal Government: "Here, we are going to go into partners with you."

Mrs. PRYOR. If they do their part, we will do the rest, because the contributions are coming in. I don't mind working over hours. We will make a go of it if we get the money.

Miss NATHENSON. In relation to the senior aides program, it would be of interest for Mr. Affeldt to know that we have in the files of our office several hundred requests from communities throughout the country asking for the privilege of participating in the senior aides program, indicating that they would not be willing but very happy to contribute the 10 percent required.

Mr. MILLENSON. I think it should be noted that the bill is very wisely worded in that the local contributors don't have to contribute cash, but they can contribute in kind. Thus if they would furnish materiel, that would be equal to a cash budgetary contribution.

Mr. GUEST. As you know, the committee would be interested to know how the rise in unemployment has affected older workers and employment of senior citizens. Would anybody have a comment on that?

Do you notice any particular effect on seniors as the unemployment rate has gone up?

Mrs. PRYOR. In the center where I am working, I don't think they would employ anybody under 55. So that wouldn't affect the younger people. We wouldn't be replacing any of those people.

Mr. GUEST. We were wondering whether you find more difficulty getting jobs on the outside, not in these kinds of programs, but in outside programs that have been hiring young people so that there haven't been enough jobs to go around for seniors.

Mrs. PRYOR. There are enough jobs to go around for the older ones and the younger ones, too, especially for the kids who are coming out of college. I am afraid some of them are not going to be able to make anything, which is going to be very discouraging to them.

I was hoping through some means, some type of program should have been set up to employ some of these kids—No. 1, to get them off the streets. Maybe that will allow us to have a cool summer, you might say.

Mrs. SAUVE. There is no younger people who would want our jobs, I don't think. We couldn't get a job anywhere else.

Mrs. MYLES. I don't really know. I wouldn't say there are no young people who wouldn't want our jobs. Since they are not getting any jobs, they would probably get anything they could get. So that means that the young people really need the jobs in order for us to keep these jobs.

I am sure they would take them, because they really want to work.

Mrs. PRYOR. I have a granddaughter that had been working for the past 2 years as a secretary out at Honeywells. So she was informed about a couple of months ago that they wouldn't be able to employ her. However, she is one of the fortunate ones, because she is going through college on scholarships and grants.

But there a lot of other children that can't get it because they are going to some schools where there are so many children that have to depend on loans and grants until there is not enough to fully cover their expenses to go through school.

So I think she is going to get a job in New York City, working with a company in her major field, which is computer programing.

Mr. GUEST. I note that some of our earlier witnesses have further comments. I think it would be best to submit them for the record.

I regret Senator Kennedy was called away. He will have a chance to read the full transcript of the record from the time he was called away.

On his behalf, I want to say, thank you very much for coming here today. It is the testimony of participants like yourselves, I think, which is the most valuable help in passing legislation of this kind.

Thank you very much.

The subcommittee is adjourned.

(Whereupon, at 4:00 p.m. the subcommittee recessed, to reconvene at the call of the chair.)

OLDER AMERICAN COMMUNITY SERVICE EMPLOYMENT ACT

TUESDAY, JUNE 16, 1970

U.S. SENATE,
SPECIAL SUBCOMMITTEE ON AGING
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 2:00 p.m., pursuant to call, in room 2228, New Senate Office Building, Senator Harrison A. Williams, Jr., presiding.

Present: Senator Williams of New Jersey.

Senator WILLIAMS. We will come to order.

Even though all our witnesses are not here, I will begin my statement.

This afternoon the Special Subcommittee on Aging continues its hearings on S. 3604, the Older American Community Service Employment Act.

In his historic message on older persons in 1963, President Kennedy emphasized:

> The heart of our program for the elderly must be opportunity for and actual service to older citizens in their home communities. The loneliness or apathy which exists among many of our aged is heightened by the wall of inertia which often exists between them and their community.

Back in 1963, many skeptical individuals might have said that older persons could not be attracted to service programs. But we know that these doubters are wrong because we have opened new frontiers for community service for persons 55 and older. And these programs have been enthusiastically endorsed both by older participants and the communities served. Over the long run we have made progress, but much more needs to be done.

A few years ago, I introduced a bill to establish a National Community Senior Service Corps to make greater use of the abilities, enthusiasm, and energy of older persons.

In 1967 a hearing conducted by this subcommittee on that legislation prompted the Secretary of Labor to establish "Senior Aides" programs on a pilot basis. These programs have been highly successful. In fact, the ratio of applicants to Senior Aides positions is running about 7 to 1.

Last year I also introduced the 1969 Amendments to the Older Americans Act, which became law on September 17. One of the major innovations in the new law is the establishment of a Retired Senior Volunteer Program—"RSVP." It would permit persons 60 and over to serve in their communities and would reimburse them for their out-of-pocket expenses in rendering these needed services.

This was the first part of a two-prong approach to meet the elderly's need for greater service opportunities. The second part is the bill we will consider today, the Older American Community Service Employment Act. It also offers new opportunities for community service but for individuals who must work for wages.

Time and time again we have been told by expert witnesses—such as the renowned heart specialist Dr. Paul Dudley White—that inactivity is the great enemy for older persons.

In far too many instances, advancing age produces loneliness and frustration, when it could be a time for service or continued self-development. Today, too many senior citizens believe that retirement prevents them from true participation in society. This attitude can lead to medical and emotional problems that purposeful activity might have avoided. Yet, this is the second consecutive year in which the administration has not requested funding for RSVP.

Earlier this morning I appeared before the Senate Appropriations Committee to urge funding for this program and other successful projects under the Older Americans Act. But, our task is still not complete. There are other frontiers that must be opened to the elderly.

What we need now is a program to provide a wider range of alternatives for the employment needs of older persons.

While millions of older persons want to serve their communities with dignity, many are not in a position to work without compensation. For retired persons, an opportunity for paid part-time service in their community can help to supplement retirement income, which oftentimes is grossly inadequate.

For other individuals, such a program could provide temporary employment until full-time work can be obtained. While it has taken us several years to develop community service pilot projects for the elderly, we now have numerous successful prototypes upon which to build a national program.

In my own State of New Jersey, I have personally seen the outstanding contributions of these demonstration projects. For example, the New Jersey countryside is now vastly more beautiful because 142 Green Thumbers have planted more than 100,000 trees and plants last year. They are also restoring the "Church of the Presidents" in Monmouth County, where several Presidents have worshipped.

In Trenton, four aides from the National Council on the Aging's Senior Community Service project have reviewed vital statistical records of 3,000 people and found that about 8 percent were entitled to badly needed social security benefits they were not receiving.

In Hoboken—a community where approximately 50 percent of the population is foreign-born or non-English-speaking—older persons have provided valuable services as bilingual aides in elementary schools. As a result, the non-English-speaking children have been able to make a better adjustment to their community, school, and the English language.

In Newark, the senior aides program—under the direction of the National Council of Senior Citizens—employs 60 individuals who serve an estimated 3,000 persons. Among their activities are: hospital aides, assistants in training hardcore unemployed young men, and service to elderly persons to alleviate loneliness and to stimulate renewed interest in community living.

Another outstanding example is the foster grandparent program, which enables more than 250 New Jerseyites to provide supportive services for approximately 1,600 disadvantaged children. At my visit last year to Woodbine, I was most favorably impressed by the natural empathy between the foster grandparents and the children—to the point where many elderly persons provide additional care for the youngsters beyond scheduled working hours. An example is taking them to the movies, after their work was done, in the evening hours.

These pilot projects and others have demonstrated conclusively that there is both a need and a demand to make greater use of the wealth of talent and experience with which older Americans are so richly endowed.

We have heard testimony at the grassroots level from elderly persons about pressures on their limited resources and the benefits to be derived from service in their communities. One New Jersey Green Thumber told us:

> Green Thumb * * * has done a wonderful thing for me; it has put me on my feet. I don't have worries now and I like the work.

An elderly man who was partially crippled with arthritis found that his health improved substantially after obtaining employment. He said:

> By getting out there in the open and moving around and working, painting, and repairing park tables and everything that could be expected in a recreation center, it seems as though it just loosened me right up completely and I feel a whole lot better all the way around.

We don't need any more proof that these programs will work. We have already received much compelling testimony from elderly participants, individuals served, and community leaders. What is needed now is a genuine national program responsive to the special needs of older Americans.

I am proud to say that our witness list today is made up of people who can tell us the programs are there, the programs work, and there is an urgent need for them. Today, we want to see if we can get the Congress of the United States to begin work to provide a truly national program for this very, very essential kind of activity.

First, we have the Trenton senior community service program people, Miss Delores Eure, project director, who will introduce the folks with her.

STATEMENT OF DELORES EURE, PROJECT DIRECTOR, TRENTON SENIOR COMMUNITY SERVICE PROGRAM; ACCOMPANIED BY FLORENCE COGGINS, SENIOR AIDE AT NEW JERSEY STATE HOSPITAL; PAULINE SNEAD, SENIOR AIDE WITH MODEL CITIES PROGRAM; AND GEORGE NORTHCROFT, SENIOR AIDE WITH SOCIAL SECURITY

Miss EURE. I don't know if I am supposed to go right into introduction or tell you a little about the Trenton program.

Senator WILLIAMS. Why don't you introduce your friends and proceed any way you want.

Miss EURE. I have with me Mr. George Northcroft, who is a senior aide in our program working with the social security office; Mrs. Paul-

ine Snead, working with our Model Cities program; Mrs. Florence Coggins, working with the New Jersey State Hospital.

The Trenton community services projects began around August 1968, and we have had quite a bit of success with the program. We have had ups and downs but I think more ups than downs.

We currently have enrollment of 44, and they are working in various areas, including our New Jersey State Hospital, one of our local hospitals, Mercer Friends Center, Social Security Administration, Model Cities, Trenton Housing Authority, and they are working in the day care center, and they are also working with the United Progress, Inc.

Incidentally, our program is operating under United Progress, Inc., which is our C.A.P. agency in Trenton. We have been functioning since August.

Our enrollees are working in various areas. At the New Jersey Hospital we are working as geriatric aides and library and recreational aides and in social security as survey aides and doing some administrative work also, and in the model cities program, they are doing a field survey type of work and we are going to hear just a few words from Mrs. Snead about the model cities program.

In our day care center, we have teacher aides working directly under a certified teacher. Within our east Trenton, center, they are working in various programs, working around activities for senior citizens.

Our enrollees currently range in ages from 59 to 87, and I have one gentleman who is 87 years old doing a fine job, and I think he has been out of work one day since he started back in 1968.

I could go into a lot of details, technical things about the program, but I think basically most of you know about it, but I would like you to hear from some of our enrollees and let them tell you some of the things we are doing.

Senator WILLIAMS. Very good. I also want to say that Mrs. Dorothy Bauer from the National Council on Aging has arrived. We welcome you.

Miss EURE. Could we ask Mr. Northcroft, who is working with social security in a job that some of the aides are doing what he does?

Mr. NORTHCROFT. I conducted the survey you spoke of, you spoke of it a few moments ago, about the women ranging from 18 to 55 whose husbands have died and their survivors were supposed to collect under social security. I conducted surveys in the statistics bureau of over 7,000 applicants and out of that got over 8 percent who were successful in collecting social security and they didn't know anything about it.

Now I am working in the office in sort of a capacity of collating mail of individuals filing for social security benefits.

Senator WILLIAMS. Where did you go for the basic records?

Mr. NORTHCROFT. The statistics bureau in Trenton; they have 22 counties with the death arranged in each book located in the labor building, in the vital statistics bureau. There were 800 deaths in each book, and I went through the entire years of 1966 and 1967 and found in there approximately 8 percent of 7,000 women from 18 to 55 who had children and whose husbands died were entitled to benefits under social security.

Then we copied them off and collated them and sent them around to the respective social security bureaus in Newark and different places where the counties were located, and after they were collated the social security people got in touch with them.

Senator WILLIAMS. How many work with you?

Mr. NORTHCROFT. Four of us. And all of us are senior citizens. We figured it took a few months.

Senator WILLIAMS. Can I ask: How much can you pay under your program for persons like Mr. Northcroft?

Miss EURE. He is receiving $2.50 an hour for 4 hours a day, or 20 a week.

Senator WILLIAMS. Mr. Northcroft, you are a social security beneficiary?

Mr. NORTHCROFT. That is right. I am 67 years of age and retired in 1967. This was really a godsend to me because I, when I retired I was not really ready for retirement as far as finances. When it came along I needed it; when this job came along I was enthused at getting it because my wife was very sick and I had no other income.

Senator WILLIAMS. Other than social security?

Mr. NORTHCROFT. Yes.

Senator WILLIAMS. This came along as a godsend and it helped your income with the social security?

Mr. NORTHCROFT. Yes, and I had no incentive in the morning after working so many years in your life, in the morning when you had nothing to do. It seemed useless to get up. Where were you going? You were used to getting up six or seven in the morning and doing something and all of a sudden you find yourself getting up and looking at the sun, wondering if it is raining or doing anything.

I imagine there are about 19 million of us out there and quite a number of us, I guess 60 or 70 percent would like the same identical opportunity I have. If it could be made into a permanent program which could help them now or any other time.

Senator WILLIAMS. Well, I am convinced. You put it in the most convincing way, too.

This really made life very meaningful for you, and without it, it would be pretty bad?

Mr. NORTHCROFT. Pretty dull, indeed, financially and otherwise.

Senator WILLIAMS. Where is your home?

Mr. NORTHCROFT. Miami, Fla., originally.

Senator WILLIAMS. Where do you live now?

Mr. NORTHCROFT. In Trenton. I own a home in Trenton. I bought a home. That is the way I started. I bought a home, and after I bought a home I was forced to retire because of age. I worked for a corporation in New York City, and at 65 I couldn't work any longer. In fact, the insurance company canceled my insurance and so forth and so on. I found myself with a sick wife in the home I just bought and no job and no money coming in except retirement. I couldn't find a job anywhere at 65.

Senator WILLIAMS. What is your expectation as to how long the present program is going to continue? What have you been advised?

Mr. NORTHCROFT. I am advised it would be until June 1971.

Miss EURE. Officially, this contract I am working under I think ends June 30 of this year.

Senator WILLIAMS. You are in your last funded month?

Miss EURE. That is right.

Mrs. BAUER. We have an application in Department of Labor now for extension and expansion of the total program throughout the United States, so while it is officially our last month, we are still waiting out this next couple of weeks to see what action the Department of Labor takes.

Senator WILLIAMS. Have you had any encouragement that they are going to extend?

Mrs. BAUER. Yes, Senator. We have had encouragement they are going to extend, having had experience with some Federal contracts, encouragement is encouraging, but until the contract is signed we would have no official way to continue it.

One of the things that I am sure you will be interested in knowing is that part of the expansion that we have applied for is based on the experience that we had in Social Security in Trenton and in addition to the four who are in Trenton and in addition to 35 that we put on last year based on this same experience, we have applied now for an expansion that will include placements in other Social Security offices and have a most positive opinion from the Social Security Administration about what the older person can do.

One of the district directors in Portland, Oreg., said that the presence of such persons has not only made harmony in the office but that the persons who are there greeting the older people who come in have lent a depth to the office function, and for that reason many of the district offices of Social Security have already applied to participate in the program.

Senator WILLIAMS. Very good.

Mrs. BAUER. That was a long answer to the question of what is our funding, but, as you can understand, we are quite anxious about it.

Senator WILLIAMS. I would think so.

We will include in this bill before us your ideas. If we had the permannent legislation, you wouldn't be hanging on the cliff on June 16, when you know your money runs out on June 30, 2 weeks hence.

Miss EURE. Now we would like to hear from Mrs. Coggins, working with the New Jersey State Hospital.

Mrs. COGGINS. I like my work very much, and this program has helped me quite a bit. I have had troubles before, and it seems I am much more contented with this. I check in the books at the Doctors medical library, and I see that everything is in order, and I work on files and all medical work, in that line, all of the journals and even preparing the books and covering them; I do a variety of work with the files. Everything has to be in order in loans and accessions and abstracts and everything.

Senator WILLIAMS. Do you have the doctors' writing in a better hand so you understand what they write into their records?

Mrs. COGGINS. I can't even remember half of t[illegible]ir names. I am getting along pretty well with them now. Most of them are foreign doctors.

Senator WILLIAMS. What do you mean—"foreign doctors"?

Mrs. COGGINS. They are foreign doctors who are far away from their homes, learning, and most of them are students and some have completed their courses already.

Senator WILLIAMS. They are from other countries?

Mrs. COGGINS. Yes.

Senator WILLIAMS. Well, doctors have notoriously bad handwriting, but they are writing in another language?

Mrs. COGGINS. Well, they print.

Senator WILLIAMS. These doctors are here on learning visas?

Mrs. COGGINS. I have the ones that come in for the books mostly, you know, the ones I give the books out to. They are all medical, and I have learned quite a few things I never knew before, which I like.

Senator WILLIAMS. Is your program similar to Mr. Northcroft's, so much and hour?

Mrs. COGGINS. Yes.

Senator WILLIAMS. Are you a social security beneficiary?

Mrs. COGGINS. That is all I ever had to live on; yes.

Senator WILLIAMS. What does this mean to you, being part of this program?

Mrs. COGGINS. It means very much, to my health and everything; it has really helped me a lot. I feel like a different person. I like it. At my age, I never thought I could make out. When you look at something you are going to learn it even though it is difficult at first, but I am getting there. I didn't have any training. I just got it from my boss.

Senator WILLIAMS. I guess we can take judicial notice of the fact you are over 62 or you would not be receiving social security?

Mrs. COGGINS. Yes.

Senator WILLIAMS. That is as far as I can go on that statement.

Mrs. COGGINS. I was 70 last Friday.

Senator WILLIAMS. Well, you did say it. Thank you very much.

Miss EURE. Mrs. Snead is working with model cities and conducted a unique survey, and I would like her to tell you about that.

Mrs. SNEAD. I work from door to door, and I suppose you understand what that means in a survey, and some of those houses really that I went into really need help of all kinds. The houses looked bad. They really needed help. I went practically into every home into the the center of Trenton, there were four of us, and if this program had not been going, I don't know, I really hope this program will continue so we can get into these things and help those people.

I have enjoyed myself very much. If I had not had it, I don't know what I would have done, because I am 69 years old. This is really put something into me that I never had before, because I really, while I am helping myself and helping someone else and going from door to door, I have seen what these people really need to bring them out.

I really hope that this program will continue. To tell you what this program has done for me so far, it would take me a half a day, so I had better stop now.

Senator WILLIAMS. We understand your statement. You have helped us understand a great deal.

Have any of your folks worked with Dorothy Salter?

Mrs. SNEAD. Yes.

Senator WILLIAMS. She has testified on two or three occasions before our aging committee.

Miss EURE. I have four other senior enrollees that are working under Dorothy out of the newly established senior resources center that is sponsored by model cities and being operated by the Mercer Friends Center there. It recently opened, I would say about 4 weeks ago, and they are doing a fine job there.

Senator WILLIAMS. I took time off, just one-half hour during a busy period about 4 weeks ago, and stopped by—I believe—at Mercer Street?

Miss EURE. Mercer Street Friends Center is on Mercer Street.

Senator WILLIAMS. Yes. I took 30 minutes and just went into the center. I will tell you that it refreshed me to see the work they are doing.

Miss EURE. Right.

Senator WILLIAMS. Miss Eure, how many folks did you say work with you?

Miss EURE. I have an enrollment capacity of 44. We are down about two now.

Senator WILLIAMS. Do you have people beyond that who would like to work with you?

Miss EURE. Yes.

Senator WILLIAMS. They have come in and wanted to work with you?

Miss EURE. Yes. I think one of our major problems now is developing the kind of meaningful job that I feel an elderly person would want to work in. Since I have worked with elderly people, I have found you can't fool them, you can't make them think they are doing something and pay them. They just won't accept it. They have to be doing something that is meaningful that means something to them and to someone else. So this is somewhat of a problem, and I am trying to iron that out right now.

Senator WILLIAMS. How about the work at the Trenton State Hospital? Could more of your people be used there?

Miss EURE. At this point I have nine working there now. The other eight are working directly with patents in geriatrics. Many of the patients there in the geriatries department just have no place to go. They have no families, they are just there. Our people are working with them on a 1-for-1 basis, sometimes groups, and they are encouraging them, they are talking with them, writing letters for them, and making them aware of activities outside.

When my people were first enrolled there, they had approximately 175 patients there that could be released, you know, if they had some place to go. They have worked that out, and through our people they have a new program, that is called a self-care unit, which our people have been working in, sort of reviewing some of the ways of how to live and take care of themselves, and since then they have cut down their patients; I think they have about 40 there now and the others have been released.

I think, I am willing to say 75 percent of those that were released were released as a result of my people just being there with them, encouraging them, saying, "Yes, you can make it out there even though you are elderly; you can make it in the outside world." This

is what has been happening, and many of those patients, you know, have been there for years and years.

Dr. Kurillo is the director of geriatrics there at the State hospital, and he is very impressed with the work that our senior citizens are doing. He has requested more, but the ones that are currently there are in special training, self-care, self-help care unit, and as soon as these enrollees finish this particular segment, he is going to ask for more enrollees. We have seven women and one man there so far, and we hope to have more men there.

Senator WILLIAMS. We could continue these discussions for a long time, and it is very helpful to the committee. But, I want to deal with two more questions before we go to the other witnesses.

Number one, does the earnings test under social security cause a hardship for your participants who are under 72 years old?

Miss EURE. Very definitely. It has to be raised. Many of our people have, you know, lost their benefits as a result of working, but because they enjoy working, they would rather relinquish some of those benefits. Mr. Northcroft informed me today he lost four checks from social security because he went over that ceiling.

Senator WILLIAMS. Is that right?

Miss EURE. Yes.

Senator WILLIAMS. You know that Congress will probably raise the earnings test—now $1,680 in annual income before benefits are reduced. I can't say what it will be but probably at least $2,000. Would that make a difference in your situation?

Miss EURE. It would, because I think the present ceiling is $1,680.

Senator WILLIAMS. In legislation I plan to introduce it will be $2,100.

Now, the other question deals with transportation.

Miss EURE. It is a big problem.

Senator WILLIAMS. How do you meet the problem of people getting from their homes to these job opportunities?

Miss EURE. All of my people, I should say, are capable of taking a bus. They have been taking a bus to work and back; we supplied them with a minimum bus fare per day that helped to supplement their earnings. The bus fare alone is 60 cents a day.

Senator WILLIAMS. In what hospitals are you located?

Miss EURE. We are in the New Jersey State Hospital, which is about 2½ to 3 miles outside of the center of town. That is our furthest point—New Jersey State Hospital.

Senator WILLIAMS. From downtown Trenton, is that one bus ride or is there a transfer?

Miss EURE. Some of our enrollees make a transfer, I believe. Most of them can take a direct line there. Do you have to transfer, Mrs. Coggins?

Mrs. COGGINS. I have a direct line.

Miss EURE. Well, we have one or two that make a transfer. And I have several enrollees that drive back and forth.

Senator WILLIAMS. Mr. Miller.

Mr. MILLER. In response to Senator Williams' question, you indicated that a number of people by reason of such work were losing social security benefits. Can these people afford that loss?

Miss EURE. Actually, they can't.

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Mr. MILLER. Thank you.

Senator WILLIAMS. Thank you very much, Miss Eure. I think we ought to send you a copy of the transcript of these hearings. Would you like that?

Miss EURE. Yes, Mr. Chairman.

Senator WILLIAMS. Our next group is the senior aides program of the North Jersey Community Union in Newark. Mrs. Shirley Davis, project director, and Thomas Ecklund, Mrs. Caldwell and Mrs. Kucinski.

STATEMENT OF SHIRLEY DAVIS, PROJECT DIRECTOR, SENIOR AIDES PROGRAM, NORTH JERSEY COMMUNITY UNION, NEWARK, N.J.; ACCOMPANIED BY SENIOR AIDES THOMAS ECKLUND, CHINETTA CALDWELL, AND JULIA KUCINSKI

Mrs. DAVIS. Mr. Chairman, my name is Shirley Davis, and I am the project director of the senior aides program of Newark.

As you know, most of the problems that exist anywhere in the country exist in Newark, N.J. This is also true about the plight of the older citizens. At the North Jersey Community Union, we have a pitiful 60-slot program—and over 200 waiting—that does not begin to scratch the surface of the problems of senior citizens in Newark.

After people have worked all their lives to buy a house, or try to, purchase a pension program that should make things easier in their later years, they find that inflation, illness, and many other causes cheat them of this expected security. Compulsory retirement pushes people out of gainful employment at an age when many of them feel they still have much to give to society.

Unions have fought for and received, over the years, many types of pension programs and pension benefits; however, the retired worker has no one speaking for him. He gets a fixed pension and is in no position to bargain for an increased pension. Since pensions are merely deferred wages, a man who isn't working earns no wages.

It would seem that growing old is a crime, and as criminals, older people must be punished. Added to their old age is a feeling of uselessness, loneliness, and frustration.

Through the senior aides program, we have been able to provide employment for 60 older citizens in Newark, and it isn't just a handout; they earn their money. They are engaged in activities that not only make life worth living for themselves but benefit many other people in the community.

One group of senior citizens at our place is engaged in rehabilitating used hospital and dental equipment for use in underdeveloped areas of the world, both domestic and foreign.

A recent hurricane devastated the States around the gulf. Our senior aides stripped and outfitted a bus, making it into a mobile dental and medical laboratory, which was sent to Mississippi. Dozens of hospital beds, wheelchairs, crutches, and other items that may have been too costly to purchase have been distributed right in the ghettos of Newark.

At Christmas, the city's efforts to provide a better Christmas for the disadvantaged operated under the name of Committee for Christmas Power; our senior aides in the program manned the booths, re-

ceived donations and pledges, worked hard in the wrapping and distribution of more than 25,000 toys and tons of turkeys and foods.

When our program first started, the majority of our workers were on welfare; the small amount of money that they have made, working part time, 20 hours a week, has enabled many of them to get off welfare. Now most of them don't get any more money than they received from welfare, but almost all of them would rather feel that they are useful than receive a welfare check. The proof of this is that in a year's time we replaced less than half a dozen; three obtained other positions, two for other reasons, and one of them was from death.

We believe that a work program, such as this bill, should be adopted so that thousands of elderly people may regain their self-respect and improve their self-image.

I did not prepare an elaborate speech, because we thought you might want to hear from some of our people themselves. So I brought three of these people who can express their feeling of the importance of this program and just what the senior aides program has meant to them. I have at my right, first, Tom Ecklund.

Senator WILLIAMS. Mr. Ecklund.

Mr. ECKLUND. Mr. Chairman and members of the committee, I would like to express my sincere thoughts and ambitions about this program. I work for the Senior Citizens Community Union, and I passed 60 years old last March. I have had four strokes and have no family in the world and no relatives whatsoever, but this part-time work I have is a God-send and I couldn't wish for anything better to happen.

With this supplement to my social security check, I wouldn't know what to do otherwise, because I cannot get a job in private industry, and I will do everything in my power to help this organization stride forward.

Senator WILLIAMS. Thank you, Mr. Ecklund; thank you very, very much.

Mrs. DAVIS. Thank you, Tom.

Another of our aides is Mrs. Chinetta Caldwell.

Mrs. CALDWELL. Mr. Chairman, my name is Chinetta Caldwell; I am 58 years of age. I am a human aide in my New Jersey community. I am also assistant supervisor. I can say this: I love the program because it gives me something that it has given others. If you push old people back in a corner and you say, "You are no good," I think you would be wrong.

I have a group of nine ladies who are called human aides, starting January 19, 1969, and those ladies asked to go out and do field work to get names for blood donors. They brought back news of people who were ill and blind and getting only $57 social security and paying $34 a month rent. They asked me what they could do and we started a program.

That program has extended so now at this present time that we senior citizens, human aides of the North Jersey Community Unit, give emergency food to fire victims. We get clothes for the fire victims and furniture for the fire victims, and our senior citizens are not wanting. We can't do but so much, but what we do can help, and I will ask you, have you ever seen a child that has never seen a whole turkey raw? I have.

And have you ever seen a child's eyes light up because he thought he was not going to get a toy for Christmas? I have.

We don't call ourselves a searching service. We are searching, we find, and then we serve. The money is not much, but it is a pleasure to do it.

I have in my purse notices from my human aides that we are so thankful for this program. And why? It is a financial help, we are useful, and, thank God, we are able to come out and say to you: "Please continue this program. Let us not wilt as flowers, but give us water and we will bloom again."

You have so many things that the senior human health aides can do. They go out and find so many sick persons, and we take care of them so we can get their housework done and homemaking. It is not much, but in our hearts we are so happy because we are doing something together, and I want to say: Thank you so very much. If you can, there are so many outside like me that need this help, so keep it up for us and for the human aide people of the North Jersey Community.

Senator WILLIAMS. Thank you very much, Mrs. Caldwell. Believe me, in this committee we will do all we can to keep the program up, as you say.

Mrs. CALDWELL. Thank you.

Senator WILLIAMS. Where is your home?

Mrs. CALDWELL. Newark.

Senator WILLIAMS. Are you all from Newark?

Mrs. KUCINSKI. I am senior aide Mrs. Julie Kucinski.

Senator WILLIAMS. Tell us about your three boys. They are all in the service?

Mrs. KUCINSKI. Yes. Mr. Speaker, my name is Julia Kucinski; I am from senior aides program, Newark, N.J., Community Union.

I am a widow 10 years. In 1960 my husband died. He left me all alone. I have a little house, an eight-room house, and I struggle with that house, because every year I am paying taxes, more taxes, $90, $100, $120. I paid over $1,300 for an eight-room house. Last year I was sitting in a window, and I said, "Oh, God, why don't you take me? I am all alone, I can't live any longer, I know I have to die sooner or later." But God didn't listen to me.

Then the next day I got up, listened to the radio. My telephone rang, and from the center, 760 Clinton Avenue, Mrs. DeLiza called me up and said, "Julie, are you working?" I said, "No, I am not." She said, "Come tomorrow at 10 o'clock; you are going to get work." I told her I was the luckiest woman in the world when I heard it.

Now I am working since last year, and I am so proud of it, because we have so many people in our center where I work. We have about 22 people working in one room on the first floor. We get lots of clothes. People come in. They need clothes. We give them clothes, shoes. Now we get medicine, we get a lot of those luncheon wagons, and we clean them and do all kinds of things.

So I was the happiest woman in the world because I needed the money to maintain my home. When I get my social security check, I have to put it toward the rent and I have nothing to live on, with my rent and gas and electricity and my food and heat. That is the way I have struggled for 10 years. In December it will be 10 years.

Now I am the happiest woman in the world and I am so pleased, and will you please keep the program because there are a lot of people the same way as I. There are a lot of people like me, saying, "When are you going to take me on to work?" I know when we get more jobs, we will take more people. Thank you very much.

Senator WILLIAMS. Thank you very much. How did the folks at the Community Union find you? Did you know the people there? Did you apply?

Mrs. KUCINSKI. No, I didn't know them. Mr. Peterson told me, when I was hired there, that he called up Reverend Porter.

Senator WILLIAMS. Our friend Kelmo Porter?

Mrs. KUCINSKI. Yes; he told me there was a new center opened. He said, "You have some people? Because we don't have people." Mr. Porter said, "Yes." That is why he called me up and other people.

Senator WILLIAMS. Very good. He is a great man.

Mrs. KUCINSKI. He is a wonderful man.

Please help our program. We need it very badly.

Mrs. DAVIS. If I might add, we have done this for senior citizens eligible for the program by all means, because we try to get a large range, and because there are so many seniors in Newark that are eligible. However, we didn't really know how to get the most eligible. So what we did, of course, was contact Reverend Porter with the senior aides program, the teen centers that recruited, and the employment service. They referred seniors that were on the roll and were seeking employment but could not find employment. This is how we picked them up.

Senator WILLIAMS. I would like to say that Reverend Porter did want to be here with you to testify today, but something else prevented him from coming.

Mrs. DAVIS. Thank you.

Senator WILLIAMS. Thank you very much. If I dropped in to say hello to you folks, where would I stop?

Mrs. DAVIS. The old Kruger Building on Belmont Avenue in Newark—a huge building; you can't miss it.

Senator WILLIAMS. Thank you very, very much.

Our next group is Hope, Inc., from Hoboken. Mr. Hernandez, would you please just describe the project?

STATEMENT OF E. NORMAN WILSON, JR., HOPES, INC., HOBOKEN, N.J., PRESENTED BY JOSE HERNANDEZ, ACCOMPANIED BY SENIOR AIDES ANNA MARCHITTA, CHRISTIANA BORNEMAN, AND MR. PINTOR

Mr. HERNANDEZ. Gentlemen, I am here to implore you to please act favorably on the Older American Community Service Employment Act. Justice demands that we not forget those to whom we owe so much. They fought our wars, built our bridges, dug our tunnels, erected skyscrapers, kept faith with the Nation during economic disaster, and made possible all the benefits, luxuries, and freedoms we younger Americans enjoy. It seems grossly unfair that the people who labored from 30 to 40 years are denied the fruits of their labor while we younger people reap the harvest.

They ask not for favors but for what is their due. They seek to serve, to help, to teach, to be involved. Can we afford to squander and

neglect this rich resource of experience? The times say no. We must put together the formula of success which couples the energy and vision of youth with the experience and patience of age.

In Hoboken we have tried just such an experiment under the senior community service program by placing senior citizens in both the public and parochial schools as teachers' aides. The success of the project exceeded expectations. There was no generation gap here. Non-English-speaking children were given individual attention, which could not have been possible expect for our senior citizens who brought not only talent to the project but a great capacity to love as well.

In the housing authority projects, our senior aides provided services to their contemporaries of such a nature that only one belabored with the same burdens could bring such compassion and understanding to the job. The problems, conditions, and plight of some of the older residents would sicken those unprepared to face them. But many aides, some of whom are present here, can better describe the tasks they perform and the misery they encounter.

We need a much larger program with a bigger staff to handle the demands made on our senior enrollees. They are paid for 20 hours but work far more than that, day and night, Saturday and Sunday, because they know that but for the grace of God the patient could be them.

In total, Hopes, Inc., employs 40 senior citizens, thanks to the National Council on Aging. They serve as teachers' aides, housing authority aides, rodent and insect control aides, public works aides, by testing treated sewage, and as librarians in schools and public libraries.

We hired 40 enrollees; 400 had applied. What do I say to them? Can I say, "Go sit and wait to die"? Can I say, "We have no use for you"? Can I say, "Your existence and talent is of no importance"? What I tell them, gentlemen, lies in your hands.

I remember 1961 in Washington this phrase was very common, and the phrase was one of the great expressions: "Ask not what your country can do for you but what you can do for your country." And I think that the senior citizens have done their share already; I think it is time for them to ask the country really what it can do for them.

I know that you, Senator Williams, are already in our corner, and you always have been. Whenever we called for help, you responded. Right now the people in Hoboken look upon you as the spokesman in the Senate for our senior citizens, so please continue pressing for needed program; I know that our senior citizens population stands ready to support you in your endeavors.

In closing, I would like to thank Senator Williams and his fellow Senators for inviting me to present my views, and I will be glad to help in whatever way I can to bring this program into being.

On my right, we have one of the senior citizens.

Senator WILLIAMS. May I interrupt for just a minute. You say you have 40 jobs right now which you could fill. You have 400 applications. If you had the funds for the 400, would you have jobs for those people?

Mr. HERNANDEZ. Yes; you know, if this job situation—you know, we have to go right now by the guidelines, but we could hire 400; I think we can do a good job.

Senator WILLIAMS. This is without making work; this is meeting a need which exists?

Mr. HERNANDEZ. Yes.

Senator WILLIAMS. What sort of needs exist that you cannot now fill?

Mr. HERNANDEZ. I can't fill it now because I don't have employees. I can hire only 40 employees, but we have more than 40 obligations.

Senator WILLIAMS. Of your 40 aides, how many are Spanish-speaking?

Mr. HERNANDEZ. We have five.

Senator WILLIAMS. Are they mainly from Puerto Rico?

Mr. HERNANDEZ. Yes.

Senator WILLIAMS. How did you enlist them? How did you get the word to them that there was need for their services?

Mr. HERNANDEZ. We have, like Mr. Pintor over here, and another, Mr. Garcia, they speak both languages.

Senator WILLIAMS. We have worried about the problem of the Spanish-speaking in this Nation. We discovered at other hearings quite often, take social security benefits, for example, that they are unable to get full information about the benefits because the staff, in many social security offices, does not have language ability. Is that one of the things you discovered?

Mr. HERNANDEZ. Right. What we are doing in Hopes, Inc., is, when we get anything from the Senator or agency of the Government, we get the same book and translate it into Spanish and give it to the people that way.

Senator WILLIAMS. You say you have to do your own translating?

Mr. HERNANDEZ. Yes.

Senator WILLIAMS. There are social security translations in Spanish, I believe, and do you have access to them?

Mr. HERNANDEZ. No, not yet.

Senator WILLIAMS. Are you working with the social security office in that area?

Mr. HERNANDEZ. Yes. I work for a community action program, and the community action program has to deal with every agency of the Government.

Senator WILLIAMS. They have made the Spanish-language publications available to you?

Mr. HERNANDEZ. No.

Senator WILLIAMS. We will see whether we can get a supply to you. I think they would be useful.

Mr. HERNANDEZ. I would like to introduce Mr. Pintor.

Mr. PINTOR. Mr. Chairman, I have been working in rodent control. I visit the people in the community and give them advice on exterminating rats, rodents and so forth, and how to keep the basement and house clean and teach these senior citizens how to do this, and how they can go to these schools in the nighttime and learn the American language. They are teaching there from 8 to 9.

We explain the easy way they can be helped by the Hope, Inc., in Hoboken so they can get a better living and so they can know what their benefits are. Also, in my time, I write letters, explaining according to the security of living in their home.

Some of them speak American. I give them sheets of paper, tablets, books—writing tablets. The American is the finest language, I tell them, so they learn the American language. When I came to this country, I couldn't ask anybody even for a cup of coffee, because I didn't know how to ask. Now I speak a little American, I speak my own language and speak a little Italian, and I say I can explain to them the same way how they can learn by listening so they can help to serve like we do, according to whatever age they are.

I ask, Senator Williams, to keep this program going on so the city of Hoboken can always find a better way of life, how to raise the children in a better way, and to keep their homes in a better condition and clean.

I thank the Congress of the United States, the Government of the United States, completely, for the benefits I get, because when I came to this country, I don't be ashamed to say, especially in depression time, 1932, I slept in Central Park in New York and covered myself with newspaper, and now I am living in a fair condition, and I thank the Government of the United States, the Congress, our President, for the way I live.

I ask you to keep up this program so we can continue raising our kids in a better way and teach the seniors in a better way. Thank you.

Senator WILLIAMS. Thank your very much.

Mr. Pindo—is that the correct pronunciation of your name?

Mr. PINTOR. Pintor, P-i-n-t-o-r.

Senator WILLIAMS. You mentioned you have persuaded some Spanish-speaking people to go to school to learn English. Are they elderly people?

Mr. PINTOR. Yes.

Senator WILLIAMS. How old is the oldest person?

Mr. PINTOR. Forty-five or 50 years old.

Senator WILLIAMS. Are they 50 and older when they are learning a second language?

Mr. PINTOR. Yes. We don't care how old you are. As long as you want to learn, you learn. I don't care how little you are, if you want to learn, we will teach them whatever they want to learn.

Senator WILLIAMS. Mr. Hernandez, the rat program which Mr. Pintor referred to, is it in conjunction with the overall community program?

Mr. HERNANDEZ. No; it is one of the community senior service programs. We have the program so they can go around and distribute some kind of brochure to the people and they can explain to the people, you know, how to go about taking care of their homes and how to get rid of the roaches and any kind of rodents.

At the same, he explained to these people about the program, too, about the different services.

Senator WILLIAMS. How many people do you have on this rodent-pest control project in all? Is this something that everybody pitches in on?

Mr. HERNANDEZ. No; this is a program by the State of New Jersey. They have a staff of about 22 persons.

Now I want to introduce one of the people—and in this program, everybody that is part of it is a senior citizen—Mrs. Anna Marchetta.

Mrs. MARCHETTA. My name is Anna Marchetta. I live in the senior

citizens project, Adams Gardens. There are only seniors there, and I am there because my husband is a senior, and I am not. I am 56 years of age, and at the time I moved to that project, I was very, very ill.

Before I go into details about my job, I want to tell you what this job has done to me. I, 20 years ago, came down with cancer. I was very ill. I had surgery 20 times since. They never thought I would make it. I was depressed and didn't want to live and felt I had nothing to live for. I came 2 years ago with the senior citizens because of financial difficulty. When I got there, we had a meeting and I was elected president of the Adams Gardens Senior Citizens House. From then on, I planned all activities for the seniors, and I was then asked if I would like to take a job on the antipoverty program, which I accepted.

So far as my health, as the doctor puts it, this is the best medicine that had ever been given to me. I may get a bad day once in a while but I forget that bad day.

Now I will tell you what I find. I work with four dispatchers, and we start early in the morning, at 9 o'clock. We have very old people and sick people in our house, and I go to these people and ring their doorbell and find some of them very, very ill that need plenty of assistance. I found myself bathing them and making a cup of tea for them, perhaps even preparing a little lunch for them, calling doctors, contacting the medicaid agency, or anything that I think is available for seniors, I start to go to work on.

Then we take their food orders. We have dispatchers who go shopping. We bring the food to their apartment. If we have to put it away for them, we do that.

I also have to go to these people because I find they are very lonesome. Some of them have children who don't realize that they have parents left in this world any more. They are forgotten parents. I sit with them and let them realize life is worth living regardless of whether their children are on the outside or not. This is a bad situation, because I don't think a mother or dad should ever be forgotten.

I find myself being called from my apartment. My job ends at 1 o'clock in the afternoon, and I have been called out of the apartment Saturdays and Sundays and during the nights to see people looking for assistance, and I go to their aid because I know they are alone and need me.

Another serious problem I have is when a senior becomes ill, some of them may have doctors and others don't. The first thing, you cannot call a hospital and ask for an ambulance, because they refuse for the simple reason they do not have a doctor's certificate. You can't call the police, because the police don't come to their aid because the hospitals refuse them.

If I am luck enough to get them to a hospital, they go to a clinic, and in the clinic you await your turn regardless of how many people are there. They lay on stretchers, and they finally get to you after maybe an hour or half, when they are through, and they tell you they cannot admit them, because there is nothing wrong with them, and we have had seniors sent back home who were very, very ill.

I think it is important there should be some kind of assistance to the seniors in the senior citizen's house, especially where it is an immediate emergency. I have gone to apartments where I found people

dying. Only 2 weeks ago, they didn't see a gentleman for about a day, and I asked a neighbor. She said, "Anna, I have not seen him."

I went to his door and had to get a man to open his door, and the man had a stroke and was lying on the floor one day. He was a queer sort of person. If he wanted to answer the door he would. Other times he wouldn't let you in. Finally I got in there, and the man was taken to the hospital, although we had a big problem getting him there. He had a second amputation. He was dying. We had seen ill people, and I have this situation.

I am doing a very, very hard job in the House. I work very, very hard, but to me I feel it is a good job done because I feel, "Well, it has done me good and it is doing good for someone else."

If there is possibility that some aid can be given to these people for some assistance when ill in the house, this would be a great thing, because calling a doctor and calling an ambulance to get into a hospital is a serious situation to be confronted with, and you cannot get aid to these people, and some are dying

Senator WILLIAMS. Thank you very much, Mrs. Marchetta. Where do you live?

Mrs. MARCHETTA. In the Adams Gardens Senior Citizens in Hoboken.

Senator WILLIAMS. Your service is right there?

Mrs. MARCHETTA. Right in the house.

Senator WILLIAMS. What kind of housing is this?

Mrs. MARCHETTA. It is a Federal housing—Federal and Government housing, both.

Senator WILLIAMS. It is all senior housing?

Mrs. MARCHETTA. Yes, just seniors alone live there. You have widows and a few divorcees, naturally, but they are old people, 62 and older. Some are as old as 87 or 89.

Senator WILLIAMS. Do you do your senior aid work there?

Mrs. MARCHETTA. Right in that community.

Senator WILLIAMS. Anybody else except you?

Mrs. MARCHETTA. No; we have three or four dispatchers a day. Also I am president of the club and do their planning for them. I have socials for them and run a bingo game every Wednesday evening and have a meeting every Tuesday evening, and I plan a few bus rides a year, and next week they go to Asbury and in July they are going to Seaside. Twice a year we have big birthday parties, which Mr. Hernandez and Mr. Wilson also attend. We have nice affairs; Adams Gardens, 220 Adams Street, Hoboken. It is a lovely building with beautiful apartments.

Senator WILLIAMS. Are you familiar with other housing projects close by—Union City, North Bergen, and others?

Mrs. MARCHETTA. I have driven past them but have never been inside of them.

Senator WILLIAMS. I have been to several, and they are beautiful, too, believe me.

Mrs. MARCHETTA. Yes, they are.

Senator WILLIAMS. I wondered if this kind of program, senior aides, is in other housing projects, or is yours a unique program?

Mrs. MARCHETTA. I don't think so. I was in a panel discussion as far as the senior program, and I don't think West New York has an

aide program like ours. I don't think they have any aide program going. I think we are the only one that has that program going. I think Hoboken is the only one that has this program going.

Senator WILLIAMS. It sounds to me as though it is a very good program.

Mrs. MARCHETTA. Yes; it is terrific.

Senator WILLIAMS. Good for those who work and serve in it?

Mrs. MARCHETTA. Wonderful, and the people treat you with open arms in the morning. When I ring the bell, you would think they are seeing God, believe me, and it makes me feel good.

Senator WILLIAMS. When you say you have four dispatchers, what do they do?

Mrs. MARCHETTA. They go shopping for the ladies, and, by the way, they are careful shoppers and watch for the sales, and you send out for certain foods, and they will come back and say, "I am sorry; I didn't buy something today." If there is something that is 2 or 3 cents cheaper, they will go to that store, which is three or four blocks away. I tell you, they are old people but, believe me, they spend their dollars wisely.

Senator WILLIAMS. Mr. Hernandez. Now, you are the executive director?

Mr. HERNANDEZ. I am second in command.

Senator WILLIAMS. That is a community action program for the city?

Mr. HERNANDEZ. Yes.

Senator WILLIAMS. Please, introduce your other speaker.

Mr. HERNANDEZ. The next is Mrs. Borneman, and her duties are almost the same as Mrs. Anna Marchetta, with one difference. Mrs. Marchetta is in one building, serving only senior citizens. But she has about four or five blocks of buildings, and she has to find out in which of the buildings there are senior citizens living and get the phone numbers and keep in contact with these people. That is the way she serves. Mrs. Borneman.

Senator WILLIAMS. It is good to see you again, Mrs. Borneman.

Mrs. BORNEMAN. Thank you. I am president of the Andrew Jackson Gardens Senior Citizen Club and also work for the Hope, Inc. I work 4 hours a day. I send a dispatcher to the different homes for the people who wish groceries or any help. If the person is incapacitated in any way and will telephone me, I personally pay them a visit and find out what I can do. I will get a doctor or if they need other help I will get a taxi or I see that the taxi is sent to the house to them.

There are several people that had been complaining to me that they have had a very small social security. They pay $18 for their stamps, and they get $28 worth of stamps. With that, they must pay $40 rent, which does not leave very much money for these people to spend.

So I was wondering if there was some sort of program that could be gotten up so that these people get a little more help.

I think that is enough. Thank you, sir.

Senator WILLIAMS. How many people do you have, how many dispatchers?

Mrs. BORNEMAN. Well, I have about five big buildings and quite a number of small buildings to speak with these people, and I have two dispatchers.

Senator WILLIAMS. Your people are not in Federal housing?

Mrs. BORNEMAN. Yes. But it is not a senior citizen. You see, there are young people with children, and some of the rooms are from three to seven and a half and, of course, some of these people have very big families. I thank you.

Senator WILLIAMS. Thank you very much.

Mrs. MARCHETTA. May I say we have seniors in our house getting very small checks, and when we are fortunate enough to get a doctor, after that doctor leaves and you ask him for his fee, he asks for $15 and he leaves a prescription for $10.

Now, a senior that is getting a check of may about $69 a month, how, in God's name, can they afford to get sick when they have no other income and the doctor asks for that much?

I don't know how these people eat. I really don't. There are times I go up there and make extra food and bring some of these people down a dish of food to eat. This you have to believe. I think something should be done about the doctor's fee and something should be set aside that they should pay a certain price for their medicine. That type is all right for the rich that can afford it but not for the poor, and the poor get sick as well as the rich.

Senator WILLIAMS. We have had many people testify just as you have concerning that problem. I know that I have introduced legislation that deals with prescription drugs. We know of the problem, and many of us are trying to do something about it with our lawyers here. You are absolutely right.

Mrs. MARCHETTA. There are poor people that cannot afford it. I have seen them to have to borrow money to pay for a doctor, and these are the main things that need to be taken care of for seniors which is important.

Miss ROBBINS. What is the job of the public works aide? What jobs do they do?

Mr. HERNANDEZ. Well, they have a sewage treatment plant in Hoboken, N.J., and we have two aides over there, helping, learning what kind of chemical composition they can use to, you know, purify the water and to take samples of water. So they are learning something so that if one of the regular employees retires or gets fired, he can get a job.

Senator WILLIAMS. This is very interesting. This is an area with rising rates of unemployment and this is an area where we are short of people who know how to do that work? Do you know that?

Mr. HERNANDEZ. Yes.

Senator WILLIAMS. This is unbelievable but true. The people that work in the sanitary plants are faced with the problem of finding people that know the job, and that is what these people are doing.

PUBLIC WORKS AIDES

Miss ROBBINS. The 1967 Water Pollution Manpower Training Needs report stated that the jobs of the semiskilled was often the hardest job to fill with people who are properly trained and want to do this kind of work. In review of this it seems your program has provided a needed public service in water pollution manpower and training of the aged. Thus, to the extent your program trains people for these

jobs, it is meeting the Nation's needs in purifying the water as well as meeting the basic needs of our Nation's elderly.

Mr. HERNANDEZ. Yes, but the job vacancies must be in Hoboken, because of transportation problems.

Miss ROBBINS. What ages are these people in your program?

Mr. HERNANDEZ. There is one of 62 and the other one is 69.

Senator WILLIAMS. Thank you very much. I would like to drop by to see folks, too.

Mr. HERNANDEZ. Any time.

Senator WILLIAMS. The next group is the Green Thumb group. Mr. Templeton.

STATEMENT OF JIM TEMPLETON, ACTING DIRECTOR, EASTERN DIVISION, GREEN THUMB, INC.; ACCOMPANIED BY RAY HUDSON, PARTICIPANT IN GREEN THUMB, AND THOMAS McCADE, PARTICIPANT IN GREEN THUMB

Mr. TEMPLETON. Mr. Chairman, I realize the day is getting late.

Senator WILLIAMS. This is one of those days where everything is happening at once.

Mr. TEMPLETON. Right, so we will move right along and I will omit a lot of elaboration on Green Thumb and Green Light, because I am sure the Senator is quite familiar.

Senator WILLIAMS. You know I am, but if you want to describe it briefly for this record, that is fine.

Mr. TEMPLETON. Yes, I would like to briefly and particularly Green Thumb. Let me say first my name is Jim Templeton; I am the eastern regional director for the Green Thumb-Green Light, and, of course, my office is here in Washington and I have the pleasure of having New Jersey, Pennsylvania, Virginia, and Kentucky as States I attempt to cover and also had the pleasure of working in New Jersey to some considerable extent in the last month, and I wondered all of these years why it was called the Garden State and I understand now, because last week I had the pleasure of being up in Ringwood and I found it looked like my native State of eastern Kentucky, so I understand why it is called the Garden State. It is beautiful. I appreciate working in that area because I think the people are wonderful to work with.

We have 143 people at this time on the Green Thumb program and have 16 senior citizen females on the program called Green Light. All 16 of these ladies are working in the Ringwood area of New Jersey. The 143 are spread out in 11 counties in the State of New Jersey with 19 crews, so we do have them spread out pretty thin. We would like to have more slots, of course, but it is impossible at this time.

During last year, the year of 1969, we were able, through Green Thumb, the State staff, and other national staff personnel, to contact about 193 different agencies, including county, municipality, State, and Federal, that would be of some type of assistance or conceivably contribute to assistance of senior citizens.

We also, of course, had quite a few news articles, which I think amounted to about 23, in the various papers in New Jersey.

Since the first of the year, there had been 31 on-the-job-training jobs that developed from 45 years of age or older, and several of them were up in their sixties. We have 20 of them working on legitimate jobs full time at a minimum of $1.60 or more at this time, which is proof, of course, that jobs can be developed for senior citizens and older people.

We are at this time in process of negotiating another contract with the Labor Department that would permit us to develop, we would hope, 150 jobs in the next 18 months for senior citizens from the age of 45 up in the State of New Jersey.

Senator WILLIAMS. What are the age requirements for Green Thumb?

Mr. TEMPLETON. The age requirement is from 55 and up, sir.

Senator WILLIAMS. I thought you said 45.

Mr. TEMPLETON. This is on-the-job training, the job development, but on Green Thumb and Green Light it is 55 years older. This is an interesting thing; in Hunter County, we have 14 Green Thumbers over there that have an average of 78, and the oldest, of course, is about 87. Throughout the State, of the 143, we have an average of 71 in age.

Senator WILLIAMS. I wonder if you have the figures for New York State, Massachusetts, and Vermont. We have to get other votes here, you know. You have done a good job of convincing me.

Mr. TEMPLETON. I am sorry; I do not have them.

Senator WILLIAMS. I think perhaps for the record, if you could send us the national figures, it would help.

Is the program operating in New York State?

Mr. TEMPLETON. Yes.

Senator WILLIAMS. How about in Vermont?

Mr. TEMPLETON. No, sir. New York State is as far north.

Senator WILLIAMS. I guess there is opportunity in Vermont, too.

Mr. TEMPLETON. Very much. We would love to go to Vermont.

That is a brief on the program, of course on the program particularly in New Jersey. I would like to go ahead now and introduce the gentlemen with me.

Senator WILLIAMS. Before that, because of your background with OEO, it would be safe to say that you have special knowledge of rural areas.

Mr. TEMPLETON. I would hope so.

Senator WILLIAMS. But you have seen the potential for Green Thumb to increase tourism in certain States, haven't you?

Mr. TEMPLETON. Very much so.

Senator WILLIAMS. Would you give us your expert appraisal for opportunity of increasing tourism attractions in New Jersey, from what you have observed there in a comparatively short period and from what you observed elsewhere?

Mr. TEMPLETON. Of course, as I spoke before, about the Ringwood area, that is a good example of the State's owning a large park up there which has two mansions on it which they have purchased and taken over and now have become a tremendous tourist attraction.

Senator WILLIAMS. New Jersey is trying to make the point that there is more to the Garden State than the New Jersey Turnpike?

Mr. TEMPLETON. That is right.

Senator WILLIAMS. And even some parts of Garden State Parkway?

Mr. TEMPLETON. I think the beautiful part of New Jersey is off of the Parkway, too, and down in the south: I am surely not omitting it or excluding it. But throughout the country, in many, many parts now—I realize there are only parts, I believe, in rural America that conceivably there could never be anything probably developed that would attract tourists too much, but in many parts of rural America there are many places, with the proper type of planning, professional planners to go in and study the feasibility and so forth, I think senior citizens could play a vital, important role in development of scenic trails and many other things that would cause tourists to go into rural America more so than today.

Senator WILLIAMS. Are you familiar with the Toss Island developments?

Mr. TEMPLETON. No.

Senator WILLIAMS. One of the justifications for developing that with Federal funds is that it is within, I believe, 150 miles of one-third of the entire population of the United States, which therefore makes it all the more important to preserve it. It would therefore appear to me that it would be all the more important that a Green Thumb type of operation be on hand to help maintain it.

I was trying to draw a conclusion that perhaps Green Thumb activity is more important in the highly populated States than elsewhere.

Mr. TEMPLETON. Well, I think the need, of course, is in the more populated States, for Green Thumb, the need not only because of the population but the need because of many other things that need to be not only developed but preserved and maintained and so forth and which Green Thumb people can do.

Senator WILLIAMS. The people we have must work at it.

Mr. TEMPLETON. That is right. We find many, many things, and one of the gentlemen with me today will be able to testify to a program he is working on, that had it not been for Green Thumb, a landmark of this nature would have continued to decay, but now it is being restored, and it is solely because of the program of Green Thumb that it is a historical landmark, that the tourists are coming there even before it is finished, and it will be a tremendous thing in the future. Otherwise, without the program, it would never have been restored, in my estimation.

Senator WILLIAMS. You set the stage to introduce your friends?

Mr. TEMPLETON. All right. I will introduce Tom McCade, who is from Atlantic Highlands in New Jersey, and Mr. McCade is 69 years young and has been working on Green Thumb for 3 years, and I notice the Senator, in his opening remarks, mentioned the Church of the Presidents, and this is where he works.

Mr. MCCADE. The church is a building not occupied for 18 years, and the termites really tore it apart and we had to put a new floor in to make it safe for the people to come in. We also have a desk down there where several different Presidents visited the Church of the Presidents at different times.

Not only that; we have a house that President Garfield was put in when coming from Union Station here in Washington when he was shot, and he was brought to Long Branch and they put him in the

house made out of railroad ties and which we have put a new roof on since.

That is a good city to see. We have people coming from Ohio, Virginia, Europe, all over this country to come to see this project.

Now we are after building a new building 30 by 26, and we never had running water or a bathroom, and we have put in two bathrooms, an office, cement sidewalks all the way around the place, and now we have to put the roof on it and it will be completed.

The man from Long Branch who is the chairman of that—they supplied the material, and the Government pays our salary, and he brings all of the material that we need for these different projects which we have.

I think when people come there from a long ways—well, I have a man down there who is 78 and one 79, and I am 69, and I think this Green Thumb has come a long ways. I had to give up my house because I could not live on social security and pay my taxes. So I gave it to my son. When I got out on Green Thumb, I got straightened out a little bit.

Senator WILLIAMS. While mentioning dollar figures, could you give us, in percentage terms, about what the increase was in your tax bill, let us say, from 1950 to 1965?

Mr. MCCADE. Well, the tax in my town—they are always building schools, and they can't stop that; I mean the children have to learn. When you get so many children in the town, you have to make a bigger school. That is what you are up against. Then the police force has extended, and the fire department is a volunteer fire department. That is the way it is.

But I think Green Thumb helped a lot of people. I had one man down there who has one eye. He was a butcher in the A. & P., and he lost his eye in an operation and they laid him off in 1955. He came to me last year. He was so tickled. He was getting only $127 a month from social security. He was so tickled to get on the Green Thumb, where he gets a check every 2 weeks, and it is like living a new life, the man tells me. The man can do his work with even one eye. He is very good.

Senator WILLIAMS. So I understand you are able to hang onto the house you own over those years because of Green Thumb?

Mr. MCCADE. Yes, sir.

Senator WILLIAMS. You mentioned the Church of the Presidents. Is that open?

Mr. MCCADE. Yes, sir.

Senator WILLIAMS. For 19 years it had been closed?

Mr. MCCADE. For 18 years it had been closed, and the termites ruined everything. We put in 75 foot of flooring in there, double flooring, and underneath we put beams in, 4 by 8's. They had termite stuff under there, and we had to remove the dirt underneath because the dirt was close to the beams and the termits were rotting the place away.

Mr. WILLIAMS. The Presidents there were Wilson, Cleveland, Garfield, and who are the others?

Mr. MCCADE. Yes; we have all of their pictures. And one time or another, seven different Presidents visited, and it had gotten to be the

gathering windup, the way I understand, it was only 12 people, and with that gathering they couldn't keep it going.

Senator WILLIAMS. Who owns it?

Mr. MCCADE. This is a historical society doing the restoring.

Senator WILLIAMS. And they were helpless until Green Thumb came along?

Mr. MCCADE. Yes.

Senator WILLIAMS. Now, this other building you mentioned, this is a building where President Garfield, after he was shot, was brought to recuperate, or did he die there?

Mr. MCCADE. He didn't die there. After he was well enough—you see, this was at the station, and they built this out of railroad ties—after he was well enough they took him to Long Branch, where he lived.

Senator WILLIAMS. I see. You restored the railroad-tie building?

Mr. MCCADE. Yes; it was built out of railroad ties. We need that as an eating place, and there is a new roof on there. People come from all over the country and take pictures of it. They say it is a wonderful site and to keep it up. We paint it and keep it in condition all the time. It is something now to really look at. Even inside the church there is a picture of President Garfield's grandson which came from West Point. His picture is in there, and several other President's pictures are in there.

Senator WILLIAMS. Would you say exactly, for the record, where it is?

Mr. MCCADE. Yes, sir; right off Long Branch.

Senator WILLIAMS. What highway?

Mr. MCCADE. Ocean Avenue.

Senator WILLIAMS. It is right next to Long Branch Historical Society Building, isn't it?

Mr. MCCADE. Yes. Big white building. We painted the outside and painted the inside and done the one part of the floor. Next year we intend to get the other side if the Government is still sponsoring the program.

Senator WILLIAMS. What are you folks making; what is the wage now?

Mr. MCCADE. As a foreman, I get $1.85 an hour.

Senator WILLIAMS. The regular men get $1.60?

Mr. MCCADE. Yes, and they are only allowed to make $1,500 and I can make, $1,860, which is the limit.

It is a wonderful thing for the old men, the way they tell me: I don't know, they would die if it was not for the program, and now they are able to work, they lay brick and block; you can go down and look at the building—every man who put the blocks in is over 65.

One that worked on Garden State Parkway is the foreman, and I worked the brickwork because the old men are not used to that hard work, so I handed the bricks to them, the blocks, put them up on the scaffold to give to them.

The building is 30 by 26, and now he is going to put heat in the place. We never had heat before or running water, so now it has running water in the new building and toilets and sinks. They have art shows, and I don't know if you are acquainted, but it helps to buy the equipment to keep restoring the place.

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Senator WILLIAMS. Who had the art shows—the historical society?

Mr. MCCADE. That is right. They really start now on July first to the fifth. They have artists coming from all over the country.

Senator WILLIAMS. Let me ask a question about the contribution. Now the Federal program supplies the money for the wages for the workers?

Mr. MCCADE. That is right.

Senator WILLIAMS. The equipment and materials are furnished from other sources?

Mr. MCCADE. That is right.

Senator WILLIAMS. What were the sources on the Church of the Presidents? Did the State put in anything?

Mr. TEMPLETON. The historical society furnishes the supplies.

Senator WILLIAMS. That is the way with all Green Thumb projects—somebody else is a partner with a Federal Government program?

Mr. TEMPLETON. Yes, sir.

Senator WILLIAMS. Does it have to be a public group that is making the contribution or can it be a nongovernmental group?

Mr. TEMPLETON. Public group, or nonprofit organization, such as historical society, yes.

Mr. MCCADE. People that die and want to leave money to them, is the way they get their resources, is the way I understood, and these different art shows.

The building cost over $4,000 to put up, without salaries; that is just for materials. But you wouldn't be able to put up a building like that for that little money.

Senator WILLIAMS. Now, is this Mr. Hudson?

Mr. TEMPLETON. Yes.

Senator WILLIAMS. We need Mr. Hudson's address so I can put him on my mailing list, every mailing list I have.

Mr. TEMPLETON. It is Raymond Hudson, 266 Jackson Street, Trenton, N.J. 08611.

Mr. Hudson is 76 years young and he has been on Green Thumb for 3 years in Trenton.

Mr. HUDSON. I am glad to be here, and I hope I can explain everything to you and make you as happy as I am.

Senator WILLIAMS. Do you have an election in Trenton, too?

Mr. HUDSON. Yes; I must be up there at 8 o'clock to vote.

Senator WILLIAMS. Well, I will stop there. I cannot take any sides.

Mr. HUDSON. I want to explain some things to you. I enjoy talking about it. I am at the Watson House. They have a park attached to it. It is the American Revolution Park. It was remarkable. It was burning down when we went there, and we worked to get it in order, and now it is like a park; the house is presentable for people to come. They have certain times for visitors. They have to call up and make arrangements to see the Watson. It is over 100 years old, by Mr. Watson, and it was there from wartime, I don't know how far back, but it goes back a good while. I don't know there are so many things around there I don't know where to start.

Senator WILLIAMS. I will give you a starting place. Did you work on any of those small parks?

Mr. HUDSON. I was with John Reed, working around Trenton, and we worked at all of the parks in Trenton.

Senator WILLIAMS. How about the one along the river by the old dam?

Mr. HUDSON. I was there, too.

Senator WILLIAMS. These are really great.

Mr. HUDSON. It is a showplace, isn't it?

Senator WILLIAMS. I thought so. I was there in the wintertime, and it was a showplace then.

Mr. HUDSON. That is right.

Senator WILLIAMS. Right in the middle of the city, and this is interesting for the staff folks who might not be familiar with this program, but they are in the city of Trenton, right in the middle of congestion, these little miniparks.

Mr. HUDSON. You see the cars go by and mention, "Look at that spot" or something like that.

Senator WILLIAMS. That is right. These are all Green Thumb projects.

Mr. HUDSON. Yes; very good. Also, is it possible, is there such a thing that you can make arrangements for benefits for the Green Thumb? I don't mean, to hand out a dollar or something, but courtesy, maybe we could go somewhere, have a courtesy card or go to get our meals maybe half-price or ride on a bus a little bit longer—that is, for only 70 years or older.

Senator WILLIAMS. That is what we are working on.

Mr. HUDSON. Well, I didn't know that.

Senator WILLIAMS. That is the reduced public transportation fares for older people, and we are working hard on it now.

Mr. HUDSON. You have all of my ideas already.

Senator WILLIAMS. Well, I wouldn't say that, but we have some of them. This is a good program.

Mr. HUDSON. Yes; are there any other facts you would like me to bring up?

Senator WILLIAMS. Do you receive social security?

Mr. HUDSON. Yes; I was not getting enough, and that is the reason I got into Green Thumb. I guess you know Dorothy Fingholt is on employment; she got married—I forget her last name—and she had infantile paralysis from the waist down, and she kept agitating me to go to Economic Opportunity, and after that was dissolved she chased me over to Green Thumb, and I got into that and here I am.

She said, "Did you make out?" I said, "I had to make more money because I was not getting enough." She said, "Did you get Green Thumb? It would help out." I said, "It has, and I do a lot more things now than I have been doing." And I am up in years, and I think it is remarkable, and when other people want to do it, they don't know how to do it. There are not as many opportunities now.

Senator WILLIAMS. That is the problem. There are all kinds of opportunities really to do needed work, but we have not been able to get the program, let us say, funded with enough money to use all of the people that want to be in it.

Mr. HUDSON. It is growing, though.

Senator WILLIAMS. Yes; you know, it seems to me people complain so much about our cities because of pollution, litter, and the unsightliness. But, I think that this could be an area, were Green Thumbers could also be useful.

Mr. MCCADE. I think, Senator Williams, if they had Green Thumb in New York to clean up some of the garbage in the streets, it would help if they had a Green Thumb project working 3 days a week.

Senator WILLIAMS. I would think it would apply in any big, teeming city and some smaller cities.

Mr. MCCADE. Also it would take some of them off of relief.

Senator WILLIAMS. We have had testimony from people stating it would be far better to do something productive than to collect welfare, and we have had testimony today about that.

Mr. HUDSON. Well, I didn't know there were such things as these meetings you have today. I don't know why you don't have more of them or advertise to get more of us together so you get more ideas and a lot of shortcuts.

Senator WILLIAMS. I am sorry you didn't know. We had one of these hearings of the Aging Committee in Trenton at the War Memorial, and we even had a camera crew there. Do you know who was the star of the show? John Reed, your friend.

Mr. HUDSON. Yes; OK.

Senator WILLIAMS. John is 79 years old. Only one bad thing happened to him that day. I saw him in the park, and his Cadillac wouldn't start. It was a very old Cadillac.

Mr. MCCADE. I wonder what these men would do at the ages of 55 and more that these different firms wouldn't take.

Senator WILLIAMS. I don't know what they would do. Their lives are wretched, indeed. Anybody who for any reason loses his job when over 40 or 45 is in trouble.

Mr. TEMPLETON. This is one of the reasons I begin by telling you about the on-the-job training program we are doing, and we are asking now for refunding, which we are starting at age 45 on that program, which, of course, is not the Green Thumb, but we are taking people from the Green Thumb program, and we have even developed some legitimate jobs for gentlemen up in the ages of 70 and more for on-the-job training programs, and it is fantastic that this is happening, but it can be done and is being done.

Let me sum up by saying, Mr. Chairman, first, on these job projects, we do attempt to put a priority. Now, the priority primarily is based on the use of that project by the general public. In other words, we don't want to work on a project that is not going to benefit the total population of the area—in other words, not for an exclusive few.

So we do watch the projects that we work on and we do attempt to work on projects with higher priority that will benefit more people of the community.

We also watch very closely that there is no job that the Green Thumbers are replacing other people in jobs. That, of course, we would not do. If we were aware of it at the time, it would not be done. Surely we would not even go on a project with a municipality or county or State agency, or nonprofit agency as far as that is concerned, that would tend to take jobs away from other people or prevent other people from getting jobs even though they may not exist at that time.

So we want to make that very clear: that we do not replace people with Green Thumbers.

Finally, Mr. Chairman, the Green Thumb program surely endorses your Senate bill 3604, Senator, for Older American Community Service Employment Act, because I think we have proved, through their on-the-job training, that it can work.

Thank you, sir.

Senator WILLIAMS. Mr. Templeton, one thing I suddenly wondered about: Can Green Thumb now be used in any way to develop Federal

parklands? If not, has thought been given to this and have practical difficulties arisen?

Mr. TEMPLETON. I don't think much thought has been given to it, although we are attempting, not necessarily—well, we have worked on some Federal land in the case of sort of an emergency type of thing. You know, nothing says we cannot do it. We are assuming, we hope that the Federal Government has enough money to provide legitimate jobs to take care of most of their needs.

Senator WILLIAMS. Coming back to Toss Island again, which will be a big Federal reservation, has there been much attempt made to keep natural areas—that would seem to me to be an ideal place for Green Thumbers operation? What difficulties would you run into in terms of landscrapers and others at the actual time? Would there be a conflict here or is there room for both?

Mr. TEMPLETON. I think in most instances there is room for both. Again, it is one of those things that you have to work with those people to find out that you don't replace them. Surely, this is what we would do if we were ever to be contacted about such a project. We would go into it in detail to find out if there was a place for Green Thumbers. If there is a place, we would surely consider it.

Senator WILLIAMS. I think that one-third of the population of the United States is within 150 miles of Toss Island—within 3 hours, I mean.

Let us hope they don't all show up at one time. I was hoping to get Sandy Hook as a park, and that happened. During the first year, it seemed half of New Jersey and New York were coming to Sandy Hook at the same time. This is only indicative that we need more parks.

Miss ROBBINS. Can you provide me with the same information regarding New York State you provided the committee regarding New Jersey? And I wonder if you could include some description of the Green Thumb projects, if you have any, in big cities in New York State.

Mr. TEMPLETON. The operation primarily operates in the smaller communities in the more rural sections, more in the central part of the State.

Miss ROBBINS. Yes. Thank you.

Senator WILLIAMS. That was one of my early beefs with the program—that it was almost wholly rurally oriented. We pushed and got it into Trenton and then tried to get it further north. The people in charge of the program were willing, but you have to put a little push in here, because most Green Thumbers are rural people—am I right on that?

Mr. TEMPLETON. Yes, the majority are rural.

Senator WILLIAMS. Very good.

Mr. HUDSON. Thank you, Mr. Chairman, for a wonderful day. I have had a wonderful day.

Senator WILLIAMS. Yes, we have had a great day. It has been a very productive day. This is the sort of thing with which we can go to our committees and then to the floor of the Senate with confidence that we have something that should be accepted, by the Members of the Senate.

Mr. HUDSON. People don't know how busy you are and the hours you work.

Senator WILLIAMS. No, I guess they don't.

Mr. TEMPLETON. Thank you, Senator Williams. You might be interested in knowing these gentlemen got up at 3:30 this morning to be here.

Mr. MCCADE. Would you put me on the mailing list, please?

Senator WILLIAMS. We certainly will.

At this point in the record we will enter a communication received from Conrad J. Vuocolo, director tenant services, housing authority of the city of Jersey City, N.J., with enclosures.

(The information referred to follows:)

HOUSING AUTHORITY OF THE CITY OF JERSEY CITY,
Jersey City, N.J., June 18, 1970.

Senator HARRISON WILLIAMS,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: I am referring to the attached article which appeared in yesterday's Jersey Journal regarding jobs for the aged.

We are pleased to report that we applied for such a program with O.E.O. in 1965 and in 1967 we were funded to hire 39 senior citizens by the U.S. Department of Labor. The $102,000 grant for this purpose has been refunded each year since 1967.

We call our program Operation Service, which is exactly what it is as we consider this program to be Senior Employment Referrals Ventures In Community Endeavors. The success has been phenomenal. Even though our program was funded by Operation Mainstream provisions of the United States Department of Labor since 1967 which allows us to employ people at age 55. We have insisted that only the 65 to 95 group will be eligible.

This group has been performing services since 1967 in hospitals, in the Housing Authority, at the Courthouse, at the City Hall, for public and private agencies. We have a delightful person, Mrs. Lena Blumentritt who is a 79 year old blind woman who has been teaching the students at Jersey City Home of the Blind for the past two years.

Our Operation Service is a program with, for and by the elderly. Our coordinator is a 73 year old retired school teacher who is assisted by a group in the late 70's doing a vast array of community service. They help in Meals on Wheels our program to feed the confined elderly. This week we are having a Senior Citizen Hobby Show coordinated by them. They do our friendly visiting, they are in the children's ward of the hospital as carpenter's aid, electrical aides, etc.

Last year I asked them to make a report for me and I am sending you a copy of their report in order that you can see the competence, warmth and beauty of their work. We have requested that our program be increased as we have more than 300 applicants waiting for the positions.

I am sending you this communication to commend you for your interest and to encourage you further as to the need of such a program. If you desire any testimony at any of your hearings regarding the need and the effectiveness of having the wisdom, love and dedication of America's senior citizens to be utilized in community service work, please let me know. I would be most pleased to testify for you.

A very effective witness, I know, would be Lena Blumentritt about whom I am submitting an article attached hereto. I would be most pleased to serve you in any way I can.

I am sending you other articles pertaining to our program which you might find of interest. Many thanks.

Very truly yours,

CONRAD J. VUOCOLO,
Director Tenant Services.

Enclosures.

[From the Shield, Apr. 13, 1968]

JERSEY CITY HOUSING BOARD OPERATING NEW WORK PLAN FOR PERSONS AGED 65–84

JERSEY CITY.—This city's Housing Authority, in its desire to harness the tremendous energies, abilities, and devotion to duty of persons over age 65, is administering a plan with the backing of Mayor Thomas Whelan in providing work opportunities for 46 persons whose ages range from 65 to 84 years of age.

They are paid $1.60 an hour and work 25 hours a week as Clerical Aides, information Aides, Physio-Therapists and Hospital Aides in public agencies throughout the community.

The program, under the direction of Conrad J. Vuocolo, a member of Hudson Council No. 2, New Jersey Civil Service Association, is administered by the senior citizens themselves. Mrs. Mary Leary, who has over 40 years' service as a physical education teacher, F. Lester Furlow, who retired after almost 40 years of teaching at Ferris High School, and Mrs. Marlan Singleton, who worked many years in the nursing field at the Jersey City Medical Center.

They help co-ordinate the work program and training aspects for the 46 individuals of low income.

The combined ages of the workers, many of them former Civil Service employes who are struggling to try to live on small pensions, is 3,371 years.

Recently the State's General Assembly in Trenton, passed a resolution commending "Operation Service", its workers, its programs, and its purposes. The resolution, introduced by Assemblyman Addison McLeon (Hudson), was unanimously adopted.

Later during the day, representatives of the group were called to the Governor's office where they were congratulated by Gov. Hughes and Paul N. Ylvisaker, Director of the new Community Affairs Dept.

The program, funded by the U.S. Labor Dept., was approved in July, 1967, after a visit to the office of Vice-President Hubert Humphrey by Mayor Thomas Whelan, Julian Robinson, Director of Health and Welfare, Congressman Cornelius Gallagher, Warren Murphy of the Mayor's staff, and Mr. Vuocolo of the Jersey City Housing Authority.

This agency sponsors and administers this elderly work program as a community service. From all indications this program will be duplicated for senior citizens in other citizens throughout the nation.

[From the Jersey Journal, May 22, 1968]

BLIND, SHE TEACHES OTHERS—MRS. BLUMENTRITT TOO BUSY TO GROW OLD

(By Robert Stromberg)

"Years ago when you were 50 you were old and you sat passively with a shawl around your shoulders and did nothing . . . now it is different," declared Mrs. Lena Blumentritt, 78, blind from birth.

Mrs. Blumentritt shuns the shawl role. She spends 25 hours a week teaching blind and multihandicapped children at St. Joseph's School for the Blind and Pr-vocational Center at 78 Grand St., Jersey City.

Born in New York City, Mrs. Blumentritt put herself through high school at the New York Institute for the Blind and then went to work for 20 years at the Lighthouse for the Blind in New York, helping newly blind people adjust to the darkness.

She moved to Jersey City, where she married Charles F. Blumentritt in 1935. Mr. Blumentritt was sightless as well, having lost his vision during his infancy.

But their marriage was not to last very long. He died in 1936 of a heart attack, just 11 months following their wedding.

"It was a sad time for me . . . a difficult time, but I would not let myself sit idly by and waste away," said the articulate woman.

Mrs. Blumentritt is actually employed by the Senior Citizens Work Program—Operation Service, which is funded by the U.S. Department of Labor through the Jersey City Housing Authority.

Started in 1967, it was the first senior citizens work program to be funded under Project Mainstream, a program to bring the elderly back into the mainstream of society.

Mrs. Blumentritt is the only blind member of the 42 senior citizens from Jersey City who are part of the program. The participants, who work in hospitals, medical centers, housing and at city hall, earn $1.65 an hour for a 25-hour week. The program is funded at $102,000 a year.

Mrs. Blumentritt, who lives at 543 Pavonia Ave., Jersey City, travels more than a mile each day to her work and, except for a white cane, has no other aid.

At 8:45 each morning she appears at the intersection of Baldwin and Newark Avenues, having walked the one block to the intersection, where a patrolman halts all traffic and she boards a northbound bus to Washington and York Streets.

She then crosses over to Washington Street, feels her way along the fence guarding St. Mary's Home, cuts through Paulus Hook Park, then finally reaches her destination.

"If you don't get up and get going you deteriorate . . . your mind is like a muscle . . . if you don't use it, it becomes useless."

"The whole thing is a matter of discovery. If you're tired of discovery you get old very fast."

"If you sit in a corner in life, you will be forgotten. We make a great mistake by putting old people on the shelf. We must learn from experience that it is a terrible thing to waste people, capable people. . ."

Mrs. Blumentritt said that she thought the kind of program she was working in would prove to be more and more valuable as more and extended programs of social welfare were promulgated.

Mrs. Blumentritt, who does a good deal of reading, said she goes home after each day's work and reviews in her mind "like a picture all the constructive things I have done during the day, and I think that the people I've helped might just be a little worse off if I hadn't been there."

It may be too obvious to say, but the theme of the program is "Self Help and Independence."

Senator WILLIAMS. I wish to take this opportunity to thank you all for coming and participating in the hearings. It has been a pleasure to listen to your statements which have been very enlightening. Thank you again for coming.

(Whereupon, at 4:30 p.m. the subcommittee adjourned.)

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